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UMTA/TSC Project Evaluation Series

Paratransit, Inc. Special Transportation Service in Sacramento

Final Report
July 1981



Service and Methods Demonstration Program



U.S. DEPARTMENT OF TRANSPORTATION
Urban Mass Transportation Administration and
Research and Special Programs Administration
Transportation Systems Center

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16. Abstract <p>Paratransit, Inc., a nonprofit corporation created in July, 1978, offer special transportation for handicapped and elderly persons in the Sacramento area. A variety of service agreements were negotiated with social service agencies for providing transportation to their clients. Paratransit also operates a vehicle maintenance center for the servicing and repair of paratransit vehicles operated by social service agencies themselves. Project operations and developments, costs, impacts and workability are discussed in this report.</p> <p>Paratransit, Inc. operates a fleet of 13 vehicles that provide an average of 300 trips per day; the average operating cost per trip is \$6.97. The chief source of perating revenues is California Transportation Development Act funds (generated by the California sales tax), a portion of which may be allocated to provide services for persons who cannot use conventional transit. The maintenance center services 115 vehicles through contracts with 20 agencies; its goal is to cut agency transportation costs through joint purchase of labor, parts, fuel and lubricants. Agencies realize a small savings on gas purchased at the center; maintenance costs are down for some agencies and up for others.</p>			
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PREFACE

Coordination of social service agency transportation services represents one approach to providing increased and more cost-effective service for handicapped and elderly individuals. The California Department of Transportation sponsored a demonstration project of a maintenance center which specializes in the servicing and repair of paratransit vehicles operated by social service agencies in the Sacramento area. This report covers the Sacramento project, including its provision of door-to-door service for handicapped and elderly persons, during 17 months of operation, November 1978 through March 1980.

The work was performed by Crain & Associates of Menlo Park, California, under contract to Transportation Systems Center (TSC) in its role as evaluator in the Urban Mass Transportation Administration's Service and Methods Demonstration Program. Sydwell Flynn conducted the fieldwork, performed data analysis and wrote the report. David Koffman provided technical assistance during the preparation of the report. Jane Van Dusen edited the report and Molly Shinn acted as report coordinator. Bob Casey was the technical monitor at TSC.

The author wishes to thank Jerry Laumer of Caltrans, and Phil McGuire, Executive Director, Bill Durant, Joan Waffird, Lynne Dockery and Mary Allison of Paratransit, Inc. for their contributions to the evaluation effort.

METRIC CONVERSION FACTORS

Approximate Conversions to Metric Measures

Symbol	When You Know	Multiply by	To Find	Symbol
LENGTH				
in	inches	2.5	centimeters	cm
ft	feet	30	centimeters	cm
yd	yards	0.9	meters	m
mi	miles	1.6	kilometers	km
AREA				
in ²	square inches	6.5	square centimeters	cm ²
ft ²	square feet	0.09	square meters	m ²
yd ²	square yards	0.8	square meters	m ²
mi ²	square miles	2.6	square kilometers	km ²
	acres	0.4	hectares	ha
MASS (weight)				
oz	ounces	28	grams	g
lb	pounds	0.45	kilograms	kg
	short tons (2000 lb)	0.9	tonnes	t
VOLUME				
tsp	teaspoons	5	milliliters	ml
Tbsp	tablespoons	15	milliliters	ml
fl oz	fluid ounces	30	milliliters	ml
c	cups	0.24	liters	l
pt	pints	0.47	liters	l
qt	quarts	0.95	liters	l
gal	gallons	3.8	liters	l
ft ³	cubic feet	0.03	cubic meters	m ³
yd ³	cubic yards	0.76	cubic meters	m ³

TEMPERATURE (exact)

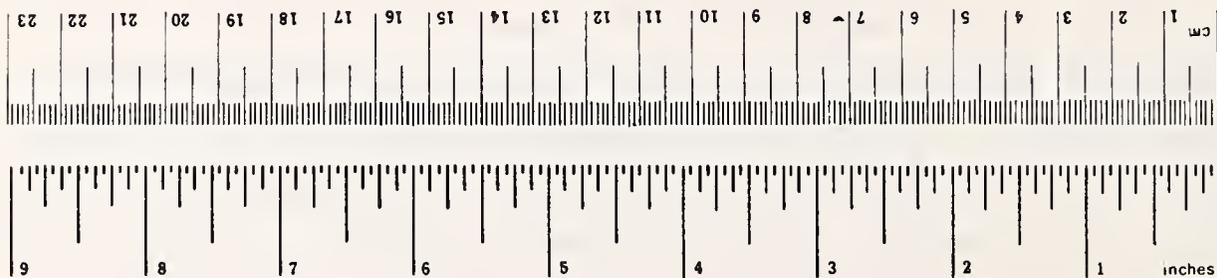
°F	Fahrenheit temperature	5/9 (after subtracting 32)	Celsius temperature	°C
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Approximate Conversions from Metric Measures

Symbol	When You Know	Multiply by	To Find	Symbol
LENGTH				
mm	millimeters	0.04	inches	in
cm	centimeters	0.4	inches	in
m	meters	3.3	feet	ft
m	meters	1.1	yards	yd
km	kilometers	0.6	miles	mi
AREA				
cm ²	square centimeters	0.16	square inches	in ²
m ²	square meters	1.2	square yards	yd ²
km ²	square kilometers	0.4	square miles	mi ²
ha	hectares (10,000 m ²)	2.5	acres	
MASS (weight)				
g	grams	0.035	ounces	oz
kg	kilograms	2.2	pounds	lb
t	tonnes (1000 kg)	1.1	short tons	
VOLUME				
ml	milliliters	0.03	fluid ounces	fl oz
l	liters	2.1	pints	pt
l	liters	1.06	quarts	qt
l	liters	0.26	gallons	gal
m ³	cubic meters	35	cubic feet	ft ³
m ³	cubic meters	1.3	cubic yards	yd ³

TEMPERATURE (exact)

°C	Celsius temperature	9/5 (then add 32)	Fahrenheit temperature	°F
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* 1 in = 2.54 (exactly). For other exact conversions and more detailed tables, see NBS Misc. Publ. 286, Units of Weights and Measures, Price \$2.25, SD Catalog No. C13.10.286.

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16. Abstract Coordination of social service agency transportation services represents one approach to providing increased and more cost-effective service for handicapped and elderly individuals. This report describes Paratransit, Inc., which provides door-to-door service for handicapped and elderly persons and also specializes in the servicing and repair of paratransit vehicles owned by social service agencies in the Sacramento, California area. Paratransit, Inc., is a nonprofit corporation created in July 1978. A variety of service agreements were negotiated with social service agencies for providing transportation to their elderly and handicapped clients. Paratransit, Inc. operates a fleet of 13 vehicles that provide an average of 300 trips per day, of which the average operating cost per trip is \$6.97. The chief source of operating revenues is California Transportation Development Act funds (generated by the California sales tax), a portion of which may be allocated to provide services for persons who cannot use conventional transit. The maintenance center services 115 vehicles through contracts with twenty agencies. The goal of the maintenance center is to cut agency transportation costs through joint purchase of labor, parts, fuel, and lubricants. Agencies realize a small savings on gas purchased at the center and maintenance costs are down for some of the agencies and up for others. Paratransit, Inc. project operations and developments, costs, impacts, and workability are discussed in this report.					
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1. EXECUTIVE SUMMARY

1.1 BACKGROUND

Paratransit, Inc. is a nonprofit corporation created in July, 1978 that offers a unique mix of services to provide special transportation for handicapped and elderly persons. In addition to operating its own transportation service with its own vehicles, Paratransit, Inc. has worked out service agreements with a variety of social service agencies and operates a vehicle maintenance center for the servicing and repair of paratransit vehicles operated by social service agencies in the Sacramento area.

Paratransit, Inc. was formed through a coalition of community members who believed there was a need for a paratransit service agency in Sacramento. These members included the staff of social service agencies, staff of the local metropolitan planning organization, and members of the handicapped and elderly community.

The chief source of operating revenues for Paratransit, Inc. service is California Transportation Development Act (TDA) funds (generated by 1/4 of 1% of the California sales tax), a portion of which may be allocated to provide transit services for persons who cannot use conventional transit. These funds are disbursed to Paratransit through Regional Transit, Sacramento's transit district.

1.2 TRANSPORTATION SERVICE

All persons who are physically or mentally unable to use regular bus service are eligible for Paratransit service. Clients must be certified as eligible by a licensed physician or authorized agency personnel.

Almost 2500 persons have been registered for Paratransit (and Careful Coach) service. The most common trip purposes of these registrants are medical therapy visits, school and work trips. Forty-five percent of those who have applied for service use a wheelchair.

Paratransit service is provided by a fleet of 13 vehicles, 7 of which are equipped with a wheelchair lift. Vehicles are equipped with two-way radios and are dispatched from a central control room. Service is provided Monday through Friday between 7 AM and 5 PM in the Sacramento County area. There is limited weekend and evening service for groups.

Clients schedule rides at least 24 hours in advance and are provided with door-to-door service and driver assistance. The fare for a one-way trip is 50¢. Agencies that sponsor passengers who use the service on a regular basis are charged \$16/person/month.

Paratransit service was initiated November 20, 1978 with two buses which provided 184 one-way trips during the first two weeks of service. Ridership has risen quite steadily during the seventeen months of the project's operation as new vehicles were placed in service. During March, 1980 6155 trips were provided on 11 buses, an average of 308 trips per day. Productivity has remained relatively constant with approximately three passengers transported per vehicle hour.

Through 1979 the service provided was mostly of a subscription nature, i.e., regular trips provided on a daily basis for medical therapy, school and work. This priority system tends to work against elderly persons whose trip patterns are more irregular, and in early 1980 two buses were placed in service to serve elderly persons in outlying Sacramento locations.

The average operating cost per passenger trip is \$6.97; the average total cost per trip, including capital costs, is \$8.00. This cost per trip compares favorably with other specialized demand-responsive transportation systems and is considerably below Regional Transit's Careful Coach service (which provides

similar service) estimated by Regional Transit staff to cost \$12.94 per trip, not including capital cost.

1.3 COORDINATION AND CONSOLIDATION OF AGENCY RESOURCES

Paratransit has worked out a variety of transportation agreements with seven social service agencies. In some cases there is actual transfer of vehicles and personnel to Paratransit. In other cases agencies continue to operate their own service but scheduling is done by Paratransit. In a third alternative, Paratransit provides the vehicle and driver and the agency schedules the trips.

Overall the seven agencies who have worked out agreements with Paratransit are pleased with the service they receive: it provides service for their clients which was not previously available, and it relieves them of the need to be in the business of providing transportation. One agency is displeased with the service because it feels its clients are not getting as many rides as they used to receive when the agency was operating its own vehicle.

The cost of client trips provided to these social service agencies is subsidized in large part by California TDA funds. These funds, which are not available to individual agencies, have allowed agencies who previously operated their own vehicles to receive operating revenues for their clients by turning over their vehicles to Paratransit.

1.4 VEHICLE MAINTENANCE CENTER

Paratransit operates a vehicle maintenance center which opened on January 24, 1979 and specializes in the servicing and repair of paratransit vehicles operated by social service agencies in Sacramento. The goal of the center is to cut agency transportation costs through joint purchase of labor, parts, fuel and lubricants.

Agencies may contract with Paratransit, Inc. for two types of service: fueling and safety inspection of their vehicles or complete maintenance service of their vehicles. In the latter agreement certain services are performed at regular mileage intervals (e.g., engine tune-up every 7,000 miles) for which the agency pays a flat monthly fee which is based on average mileage/month/vehicle. Any repairs and services other than those listed in both types of service agreements require prior authorization by the contracting agency and are billed at a rate of \$18/hour and actual cost plus 15% on all parts and materials used. The maintenance center is currently servicing 115 vehicles through contracts with 20 agencies.

Agencies realize a small savings (about 3%) on gas purchased at the maintenance center. The center's labor rate of \$18/hour is considerably below the average commercial rate of \$29/hour. The degree of savings to a particular agency depends on the previous labor rate and the amount of vehicle repair work being done at the center. Total maintenance costs have been reduced for some agencies and have increased for others.

Overall, agencies who have vehicles under contract to the maintenance center are pleased with the service because it saves money and staff time and provides a sense of security about vehicle safety. Dissatisfaction stems from the center's operating hours, long turn-around time for vehicle repair, and repairs asked for which are not done or improperly done.

As of April 1980 the maintenance center is not a self-sufficient operation. Average deficit per month is \$2700. Part of this deficit is due to labor time put in by the maintenance staff which is not billed to agencies (shop upkeep, handling agency complaints, etc.). Paratransit is currently instituting a range of new procedures to make better use of people's time and raise shop revenues.

1.5 TRANSFERABILITY

Any plan for the coordination and consolidation of agency transportation resources must take into account the special needs and constraints of individual agencies. The flexibility demonstrated by Paratransit, Inc. staff in catering to individual agency needs is in large part responsible for their success in the coordination/consolidation field.

Because Paratransit, Inc. service is funded primarily by California Transportation Development Act funds, communities in other states without access to some form of tax generated revenues will need to consider what other resources they might use to operate paratransit service.

2. INTRODUCTION

2.1 OVERVIEW

Public awareness of the needs of handicapped and elderly persons has been heightened in recent years as members of these groups have lobbied for accessible public transportation, the removal of architectural barriers and greater acceptance in the job market. The need for accessible public transportation, in particular, is one of the most important needs of handicapped and elderly persons, especially those who cannot afford or operate their own automobile. To meet this need, many social service agencies have been forced into the business of providing transportation for their clients; the result is often an array of overlapping paratransit services within a community. An alternative approach is for the community to create a single paratransit agency, staffed by persons with transportation expertise, whose purpose is to provide transportation service to all handicapped and elderly groups, those affiliated with agencies and those who are not. This approach was chosen by the human service community of Sacramento.

Paratransit, Inc. is a nonprofit corporation created in July, 1978 to provide special transportation for elderly and handicapped persons and perform other related functions. Paratransit, Inc. is currently engaged in three distinct activities:

1. Direct provision of demand-responsive, purchased transportation services to agency and unaffiliated clients who cannot use regular transit service. All rides are prescheduled; passengers arrange for service by calling the Paratransit control room directly. Fare per ride for unaffiliated individuals is 50¢; agency clients are carried under varying agreements but the most common charge is a flat rate of \$16 per month.

2. Consolidation or coordination of agency vehicle resources. In some cases there is actual transfer of vehicles and

personnel to Paratransit, Inc. In other cases, agencies continue to operate their own service but scheduling is done by Paratransit, Inc. In a third option, Paratransit, Inc. supplies the vehicle and driver and scheduling is done by the agency.

3. Operation of a maintenance center specializing in the servicing and repair of paratransit vehicles operated by social service agencies in Sacramento. Agencies can contract for fueling and safety inspection of their vehicles, or as a more comprehensive arrangement, for maintenance service of their vehicles.

2.2 ORGANIZATIONAL ROLES

Paratransit, Inc. is funded in part by a grant from the California Department of Transportation under their transportation demonstration program. These funds are actually given to the Sacramento Regional Area Planning Commission (SRAPC), the local metropolitan planning organization, which, in turn, has a sub-contract with Paratransit, Inc. for operation of the maintenance center. The project also receives operating revenues from California Transportation Development Act 4.5 funds. This funding is also funneled through SRAPC to Regional Transit, the local transit district, which, in turn, has contracted with Paratransit, Inc. to provide specialized transportation service.

The Transportation Systems Center (TSC), in its role of providing evaluations for the Urban Mass Transportation Administration's (UMTA) Service & Methods Demonstration Program, is responsible for the evaluation of this project through an agreement with the California Department of Transportation. Crain & Associates is acting as contractor to TSC for this evaluation. Crain & Associates has coordinated with Paratransit, Inc. for its on-site evaluation and data collection efforts.

2.3 PROJECT INNOVATIONS AND ISSUES

Project innovations are:

1. Operating the maintenance facility, which now services about 115 social service agency vehicles (discussed in Chapter 7).
2. Providing specialized transportation service by operating vehicles that other agencies hold title to (discussed in Chapter 6).
3. Contracting with various agencies to provide service tailored to meet the needs of the individual agency (discussed in Chapter 6).
4. Using a computerized package designed to assist in several aspects of coordinating and providing special transportation including registration, certification and trip planning (discussed in Chapter 5).

Project issues relate to four broad categories:

1. The issues surrounding the creation of Paratransit, Inc. and its relationship to Regional Transit, the primary funding agency. Was there a documented need for a paratransit organization? Who were the participants and what roles did they play? What obstacles had to be overcome? How does Regional Transit, also a provider of specialized transportation services, make objective decisions regarding the amount of funding to be given Paratransit, Inc.? These questions are addressed in Chapter 4.
2. The workability of the various agreements Paratransit, Inc. has with social service agencies, the problems encountered in working out these agreements, and the advantages and disadvantages of such agreements. These issues are discussed in Chapter 6.
3. The cost-effectiveness of the services provided by the maintenance center and the outlook for its becoming a self-sufficient operation (covered in Chapter 7).
4. The project's overall impact on transportation services provided to the target market. How many trips are being provided? What are trip costs? Has geographic coverage been increased? These questions are discussed in Chapters 5 and 6.

2.4 EVALUATION OVERVIEW

2.4.1 Approach

This section describes data sources used during the evaluation to gather information.

Operational Performance and Cost Data - Operational data consist of a wide variety of quantitative information available about riders (number of registrants, their trip purpose and mobility aids), number of trips, performance and cost (passengers per vehicle mile and per vehicle hour, reliability, ratio of subsidy to operating cost, administrative costs, etc.) and agencies (number contracting for service, number of clients served).

Agency Interviews - Social service agencies in Sacramento may contract with Paratransit, Inc. for transportation services for their clients and for fueling and maintenance service for their vehicles. Phone or on-site interviews were conducted with all seven agencies that receive transportation services; thirteen of the twenty agencies which have contracts with the maintenance center were interviewed.

Paratransit, Inc. Interviews - A series of interviews were conducted with project staff to solicit relevant opinions and attitudes; these interviews provided insight into the effectiveness and efficiency with which Paratransit, Inc. service is provided. Two members of Paratransit, Inc.'s Board of Directors were also interviewed.

Regional Transit Interviews - Interviews were conducted with Regional Transit's Operations Manager, a member of their planning staff and a member of their Board of Directors. These interviews supplied a perspective on the complex relationship that exists between Regional Transit and Paratransit, Inc., both of which provide specialized transportation services to the same target market.

Sacramento Regional Area Planning Commission (SRAPC) Interviews - It is through this local planning organization that specialized transportation funds are channeled to both Regional Transit and Paratransit, Inc. Informal interviews with staff members were conducted early in the evaluation period to gain an overview of the project and something of the history of paratransit operations in the Sacramento area.

2.4.2 Scope of Report

This report covers the first 17 months of Paratransit, Inc. operations from November 1978 through March 1980.

Chapters 2 and 3 of the report outline issues and analysis procedures and describe the project setting. Chapter 4 recounts the project's evolution from pre-implementation through early 1980. Chapters 5,6, and 7 describe project activities and their impact on the handicapped and elderly population and social service agencies in the Sacramento area. Finally, Chapter 9 summarizes the conclusions reached in the report.

3. PROJECT SETTING

3.1 GEOGRAPHIC AND DEMOGRAPHIC CHARACTERISTICS OF SACRAMENTO

The city of Sacramento, incorporated in 1850, is located near the center of California's Central Valley, 85 miles northeast of San Francisco. It is both the state capital and the county seat, and covers an area of 94 square miles. The city has a mild climate; mean daily temperature during the winter months is 49°, during the summer it is 72°.

The population of Sacramento County in 1979 was 745,400. The population of the City of Sacramento, the approximate service area of the project, is 264,400. The annual rate of population growth for the county is 2.1%; for the city it is 0.4%.

Approximately 65% of Sacramento residents are white, 11% are black, 8% are Hispanic, 6% are Oriental; the rest are Native American, Filipino and East Indian. The percentage of city residents over 65 years of age is 12%, compared to the national percentage of 10% who are 65 or over. Estimates of handicapped persons within Sacramento County by category* are as follows:

	<u>(n)</u>	<u>%</u>
Severely Visually Impaired	4461	0.6
Severely Hearing Impaired	1098	0.2
Wheelchair User	1441	0.2
Walker User	1373	0.2
Other Special Aids	18,462	2.7
Other Mobility Limitations	8785	1.3

According to a 1975 special census, the median income in Sacramento was \$9,088; for the county it was \$11,337. The three largest employment categories for the county are government (32%), services (24%) and retail trade (16%).

*Compiled by the Sacramento Regional Area Planning Commission based on national prevalence rates as applied to 1975 population figures (686,325).

3.2 TRANSPORTATION CHARACTERISTICS

Sacramento provides multi-modal transportation facilities capable of handling shipments by surface, air or water. The city is served by three transcontinental railroads (Southern Pacific, Western Pacific, links to Atchison, Topeka and Santa Fe), two interstate bus lines (Greyhound and Trailways) and six airlines. Four major freeways cross Sacramento: Interstate 80 and U.S. 50 are major east-west highways, and Interstate 5 and U.S. 99 are major north-south highways. The port of Sacramento, a deep water ship channel located 79 nautical miles northeast of San Francisco, provides direct ocean freight to all major world and U.S. ports.

The Sacramento Regional Transit District provides bus transportation service in all of Sacramento County, portions of adjacent Yolo County and the towns of Folsom, Davis, Woodland, Roseville and Galt. Regional Transit operates 240 vehicles on 85 routes. During peak hours buses operate at 5 to 15 minute intervals, during off-peak hours at 10 to 60 minute intervals; 65,000 to 70,000 unlinked, fixed route trips are provided per day.

Fares are 50¢ for a one-way trip; daily and monthly passes may be purchased for \$1.00 and \$16.00, respectively, both for an unlimited number of trips. A 20¢ discount ticket may be purchased by elderly and handicapped persons and youth and is usable any day at any time. A \$4.00 monthly discount pass is also available to handicapped and elderly persons. During the last quarter of 1979 an average of 3335 of these discount passes were sold each month.

According to 1977 surveys conducted by the transit district, ridership by age and income categories is as follows:

<u>Age</u>	<u>%</u>	<u>Income</u>	<u>%</u>
Less than 16 years	14.1	Less than \$6,000	39.5
16-64 years	76.6	\$6,000 - 14,999	31.3
65 and over	9.3	\$15,000 - 29,999	22.2
		\$30,000 and over	7.0

In these same on-board surveys, 7.4% of respondents indicated they had mobility limitations.

Regional Transit has no current plans for expansion. There were plans to double the fleet and use express routes, but these plans were shelved in November, 1979 when voters turned down a bid to add ¼¢ to the sales tax to pay for these additional transit services.

Regional Transit's Careful Coach service, a specialized transportation system for handicapped and elderly persons, began operation in 1977, and currently provides an average of 175 trips per day, largely on a subscription basis. (The range of trips/day varies from 165 to 225.) Service is provided five days a week between 7 AM and 11 PM and on Saturday between 7 AM and 5 PM. The current fleet of six lift-equipped buses are standard Regional Transit buses which have been cut in half, shortened and completely refurbished with seats, wheelchair spaces and tiedowns. Because these buses use the same parts as the regular buses, no special maintenance procedures or training is involved, which results in lower maintenance costs. The Careful Coach service amounts to approximately one percent (1%) of Regional Transit's total operation.

4. PROJECT EVOLUTION

4.1 THE FORMATION OF PARATRANSIT, INC.

To provide for the needs of their clients, social service agencies in the Sacramento area, as elsewhere across the nation, have often been forced into the business of providing transportation for their clients. Because these agencies lack transportation expertise, the services are typically fragmented, overlapping and generally inefficient. Until 1978 in Sacramento, funding for these social service agencies to purchase vehicles to provide transportation for handicapped and elderly persons had come from Revenue Sharing allocations by the County Board of Supervisors and the City Council. Members of these bodies had seen these vehicles in operation carrying only one or two or sometimes no passengers. Because they wanted the city's resources used effectively, they were eager to apply for federal money to fund a coordinated social service agency transportation demonstration. Thus, in 1975 the Sacramento Regional Area Planning Commission (SRAPC) applied to HEW for funds to operate a coordinated paratransit system for handicapped and elderly persons in the Sacramento area. Although SCRAPC's proposal was selected as one of 10 final proposals, they were not chosen as one of the five demonstrations.

In 1977 the Paratransit Coordinating Council was formed with approximately 20 members representing social service agencies, Regional Transit (RT), the County Administration, and service providers (e.g., Red Cross). The impetus for this coalition came from SRAPC. They had missed receiving the federal grant to operate a paratransit system, but the background work for the formation of some sort of paratransit operation had been completed. Additionally, there was general frustration among

social service agencies about the lack of leadership in the whole area of specialized transportation services.*

By this same time, Regional Transit had also begun a specialized transportation system for handicapped persons, Careful Coach, using lift-equipped buses which provide about 175 trips/day, largely on a subscription basis. However, the elderly and handicapped community and the social service agencies were generally unhappy with this service. The level of service was considered insufficient and breakdowns were a reasonably frequent occurrence. Routes and service were frequently cancelled. RT had no solid plan for resolving these problems. By 1977 when the Paratransit Coordinating Council was formed, RT, according to a Council member, had succeeded in alienating the entire elderly and handicapped population and had lost all credibility with social service agencies. Thus there was pressure to try a new approach and encouragement to do so because of the availability of the Transportation Development Act (TDA) 4.5 funds which can be funneled to a nonprofit agency other than the transit district.** The California Department of Transportation (Caltrans) also had funds for demonstration purposes.

In 1978 with the encouragement of Caltrans, District 3, SRAPC applied for Senate Bill 283 demonstration funds using the same proposal that had been submitted to HEW. (A summary of that proposal is contained in Appendix A.) The project budget submitted was for \$97,275 and Caltrans decided to fund half that-- \$49,000.

*Various judgments contained in this paragraph and those which follow are based on interviews with SRAPC staff, past members of the Paratransit Coordinating Council, and members of Regional Transit Board of Directors.

**Transportation Development Act funds are generated by 1/4 of 1% of the California general sales tax and are returned to the county of origin, then allocated to the cities, counties and transit districts within the county. Section 4.5 of this act allows a portion of these funds to be allocated to community transit services that provide service to persons who cannot use conventional transit services.

The proposal submitted to Caltrans had two separate elements. The first was a management coordination function to provide joint purchase of gas, oil, maintenance and insurance. The second element would coordinate and consolidate services through central information and referral, a central clearing-house, and central dispatch. SRAPC had secured Letters of Agreement from 12 different agencies all of whom indicated interest in all or several of the project functions (see Appendix A).

Because the Caltrans funding amounted to only half of that asked for in the proposal, SRAPC working through the Paratransit Coordinating Council, decided to use the Caltrans funds (\$48,000) to fund the management element of the project (which they subsequently subcontracted to Paratransit, Inc.) and turned to Regional Transit, the disburser of TDA money, to fund the coordination of services.* However, there was a good deal of community pressure to go beyond a demonstration of the benefits of operational coordination activities and create a paratransit agency which would provide additional transportation service. At first RT, particularly the staff, resisted this concept. Their position was "We are the principal transportation provider and should keep this function to ourselves." This impasse lasted for some time. The strongest argument for creating a separate agency to provide specialized services was that an agency other than RT could provide service at lower cost using non-unionized drivers.

Eventually the RT Board took a more imaginative and progressive attitude toward the problem than did the RT staff. The staff was locked into the idea of the "need to do it ourselves;" the Board was more sensitive to the community and trying to meet its transportation needs. The Board realized there was no way for RT to

*Before turning to Regional Transit, a member of the Council had approached the Board of Supervisors to ask for TDA 4.5 funds directly. This request was denied; the Board indicated in essence, "There's already a major transportation agency (RT) and we will give the funds to them."

provide more specialized service in the foreseeable future, whereas a paratransit agency like that being considered could bring about the possibility much faster and at lower cost. The Board was also aware that because of its greater flexibility, a separate transportation agency was a better organization to coordinate the diverse programs of social service agencies than was a large transit district. Finally, creation of such an agency would act as a safety valve for RT, removing some of the brunt of community discontent with RT service. Thus, the RT Board voted to fund a separate provider.

The Paratransit Coordinating Council selected a person with strong credentials to direct this new provider agency. Their nominee had seven years experience in the field of transportation; had worked for RT and helped to establish the Careful Coach service; and had expertise in the area of legislative policy formulation, management policy development, and marketing program design. Thus, Paratransit, Inc. was created in July, 1978.

To summarize, the decision to form Paratransit, Inc. was based on the following.

1. The 1975 SRAPC proposal to HEW had documented the need for a coordinated paratransit system for handicapped and elderly persons in the Sacramento area.
2. Regional Transit's Careful Coach service, started in 1976, did not begin to meet the demand for specialized service. Service that did exist was erratic due to continual vehicle failure, with routes and service frequently cancelled. The handicapped community and agencies which serve them perceived RT as being unresponsive to community pressures for increased, more reliable service.
3. There was ample planning capability to create and operate a separate agency. The decision had the support of SRAPC, many social service agencies already

involved in providing transportation to their clients, and the Community Planning Council, an agency charged with determining community needs and linking needs to a provider agency (they provide no direct service).

4. Funds were available through the Caltrans SB283 demonstration program and the Transportation Development Act.
5. The Regional Transit Board, because of its broader, more progressive attitude toward community needs, voted to fund Paratransit, Inc. over the objections of the Regional Transit staff.*

One month after its incorporation, Paratransit concluded a contract with Regional Transit for operating funds effective August 23, 1978. An article in the local paper the following month told of the formation of a new Sacramento paratransit agency with funds to operate but no vehicles. This article lead to an agreement between Paratransit, Inc. and the Los Rios Community College District whereby the District would turn over two of its lift-equipped vans to Paratransit, Inc. in exchange for transportation service for its handicapped students. This agreement was the first of many Paratransit, Inc. was to work out with a variety of social service agencies to provide transportation services for agency clients. On November 8, 1978, a contract was negotiated between Paratransit, Inc. and SRAPC whereby Paratransit, Inc. would operate a vehicle maintenance center for the servicing and repair of paratransit vehicles operated by social service agencies. Seed money for this operation was provided by Caltrans demonstration funds.

By this point--November 1978--Paratransit, Inc. was engaged in three distinct activities: they had concluded an agreement to

*According to one Regional Transit Board member, such a split between board and staff is unusual. Usually disagreements are minor in nature and revolve around how to implement policy rather than on policy itself.

provide service by operating two vehicles that another agency held title to; service to handicapped and elderly persons was initiated with these two vehicles on November 20th; and negotiations were underway for the lease of a main-

tenance facility. Table 4-1 presents a chronology of

events related to three activities--the various agency agreements; the acquisition of Paratransit owned vehicles and subsequent growth in ridership; and the activities of the maintenance center. Details of these events are discussed in Chapters 5, 6 and 7.



FIGURE 4-1. PARATRANSIT'S WAYNE TRANSETTE LIFT-EQUIPPED VANS

4.2 OPERATIONAL RELATIONSHIP BETWEEN PARATRANSIT, INC. AND REGIONAL TRANSIT

A complicated relationship exists between Paratransit, Inc. and Regional Transit (Sacramento's transit district). Regional Transit (RT) provides the operating funds for Paratransit's transportation service while also operating their own comparable

TABLE 4-1.
CHRONOLOGY OF EVENTS

1975 Sacramento Regional Area Planning Commission (SCRAPC) proposal to operate a coordinated paratransit system

1976 Regional Transit begins Careful Coach service

1977 Paratransit Coordinating Council is formed

1978 July 20, Paratransit Inc. incorporated

	<u>Transportation Activities</u>	<u>Maintenance Center Activities</u>
Aug.	Contract with Regional Transit for operating funds	
Oct.	Administrative offices open in downtown Sacramento	
	Agreement with Los Rios Community College District for operation of two lift-equipped vehicles	
Nov.	November 20, Service initiated with two vehicles	Agreement with SRAPC for funds to operate vehicle maintenance center
	November Ridership-- 184 trips	
Dec.	Contract awarded to National Bus Sales for the manufacture of six new vehicles	Lease agreement for maintenance facility signed
<u>1979</u>		
Jan.	Agreement to transport disabled clients of Alta California Regional Center	
	Vehicle leased from Retired Senior Volunteer Program (RSVP)	

TABLE 4-1, Cont.
 CHRONOLOGY OF EVENTS

	<u>Transportation Activities</u>	<u>Maintenance Center Activities</u>
<u>1979</u>		
Jan.	<p>Agreement to provide service to elderly clients of Camelia City Center using RSVP vehicle</p> <p>Vehicle purchased from Resources for Independent Living for use as back-up van and shop truck</p> <p>January Ridership-- 1286 trips</p>	<p>Maintenance center opens January 24</p>
March	<p>March-April, delivery of six new Wayne Transette vehicles</p>	<p>Maintenance center servicing 25 vehicles</p>
April	<p>Agreement with Stanford Settlement for lease and operation of their van</p>	
May	<p>Taxi subsidy program begins through St. Paul's Center</p> <p>May Ridership--4959 trips</p>	
July		<p>Workshop for contracting agencies</p> <p>Maintenance center servicing 70 vehicles</p>
Sept.	<p>September Ridership-- 3638 trips</p>	
Oct.		<p>New reduced rate insurance package for Paratransit vehicles</p>

TABLE 4-1, Cont.
 CHRONOLOGY OF EVENTS

	<u>Transportation Activities</u>	<u>Maintenance Center Activities</u>
<u>1979</u>		
Dec.	Contract awarded for manufacture of 10 new vehicles purchased with 16(b)(2) funds	Contract with Area Agency on Aging for one-time \$30,000 job for major repairs on 27 vehicles
	December Ridership-- 3704 trips	
<u>1980</u>		
Jan.	Agreement with Area Agency on Aging for lease and operation of three vehicles	
March	Delivery of four new Wayne Transette vehicles purchased with 16(b)(2) funds	Maintenance center servicing 115 vehicles
	March Ridership-- 6155 trips	

service--Careful Coach. The creation of Paratransit, Inc. and its funding from RT was supported by the RT Board but not by the staff. The same person, an RT employee, set up the initial operating details for both Careful Coach and Paratransit, Inc. The Director of Paratransit is a former RT employee.

The question arises whether this situation presents a conflict of interest which would impede RT's ability to make objective decisions regarding the amount of TDA funds they award to Paratransit, Inc. According to an RT Board member, who speaks for the position of the RT Board, not RT staff, this situation does not create a conflict because the supply of specialized transportation service provided by Paratransit and RT's Careful Coach combined is far short of the demand. Thus Careful Coach can continue to provide and even increase its level of service without being in competition with Paratransit, Inc. In terms of the budget, the conflict may be that Paratransit, Inc. would like to be the recipient of all the TDA 4.5 funds. However, although the RT Board does not wish to increase RT's Careful Coach service beyond the level of equipment they now have on hand, they do plan to maintain RT's current level of effort. RT's labor contract requires that they negotiate with the union before contracting out any services. The agreement between RT and the union stipulated that level of service on the Careful Coach system (6 drivers) would not be reduced when Paratransit was created. Additionally, RT Board and staff believe it is good for their community image and their relationship to UMTA to provide some specialized service.

RT staff are still concerned about what organization should be in the lead role in the field of specialized transportation services. They feel they have been charged with the responsibility for public transportation service within the community and should maintain this role. It is their feeling, according to the Operations Manager, that when the RT Board voted to fund Paratransit,

it was the Board's intention that RT maintain the lead position in this area. The RT Operations Manager concurred when asked if he believed a struggle is developing as to who will ultimately control paratransit operations in the Sacramento area.

On the other hand, the RT board member queried on this issue does not believe there is a struggle developing for control of paratransit operations. As stated previously, the Board feels RT is not the best organization to provide paratransit service because it lacks the flexibility and cost effectiveness of a smaller organization. RT's only tie with the whole paratransit issue (aside from their Careful Coach service) is as the dispenser of TDA 4.5 funds, and whether RT will continue in this role is uncertain.

Currently, the only eligible claimants for TDA 4.5 funds are Counties, Cities and transit districts; however, legislation passed during the 1979 California legislative session* may soon broaden this list. The legislation stipulates that the local transportation planning agency, in this case SCRAPC, must designate a consolidated special transportation service agency (or agencies). The purpose of the newly designated consolidated agency would be to promote centralized purchasing, dispatch and maintenance of vehicles, and centralized administration of programs. This agency would be the coordinator for the disbursement of all federal and state transportation funding including TDA 4.5 funds. RT is the current disbursement agency (for TDA funds), but Paratransit, Inc. could also be named as the designee, in addition to or in place of RT. This would, of course, radically alter the existing relationship between Paratransit, Inc. and RT.

Paratransit, Inc. board members are carefully considering this possibility and what it would mean for the future of their operation. What would be their added responsibilities? What would be the nature of their relationship to RT? To the community? Would such a decision change the nature of the service they are providing?

*AB120 - Social Service Transportation Improvement Act.

RT staff, on the other hand, feel it is important that they continue as the disbursement agency. Because they are responsible for all public transportation services and not just those to the handicapped and elderly community, they feel they have a broader scope and view of what is needed and the problems that may arise than does Paratransit, Inc. For example, new federal 504 regulations stipulate that as of July 2, 1979 all new buses must have lifts and one-half of peak hour bus service must be accessible--either through retrofit or replacement--within 10 years. When regular buses become accessible, it will be important to coordinate this fixed-route service with existing, specialized service. RT staff feel they can best accomplish this transition if they maintain their role as the lead agency. RT staff also have concerns that an aura of professionalism is lacking in an organization such as Paratransit, which employs non-union drivers.

When the RT Board agreed to fund Paratransit, Inc. operations in August, 1978, they did so primarily because they believed it would be a more cost-effective way to provide service for the handicapped and elderly community. When the current RT-Paratransit contract expires in June, 1980, RT will be able to base its new budget decisions on actual operating statistics and, for the first time, examine their premise that Paratransit, Inc. is providing more service for less money.

4.3 ORGANIZATIONAL STRUCTURE

Figure 4-2 shows the organizational structure of Paratransit, Inc. At the top is the Paratransit, Inc. Board of Directors comprised of 15 members made up of one member of and two members nominated by the Regional Transit Board of Directors, two members nominated by the City Council, two members nominated by the Board of Supervisors and eight members of the community at large. At least one-third of the members of the Paratransit, Inc. Board must be persons eligible to use the transportation service of the

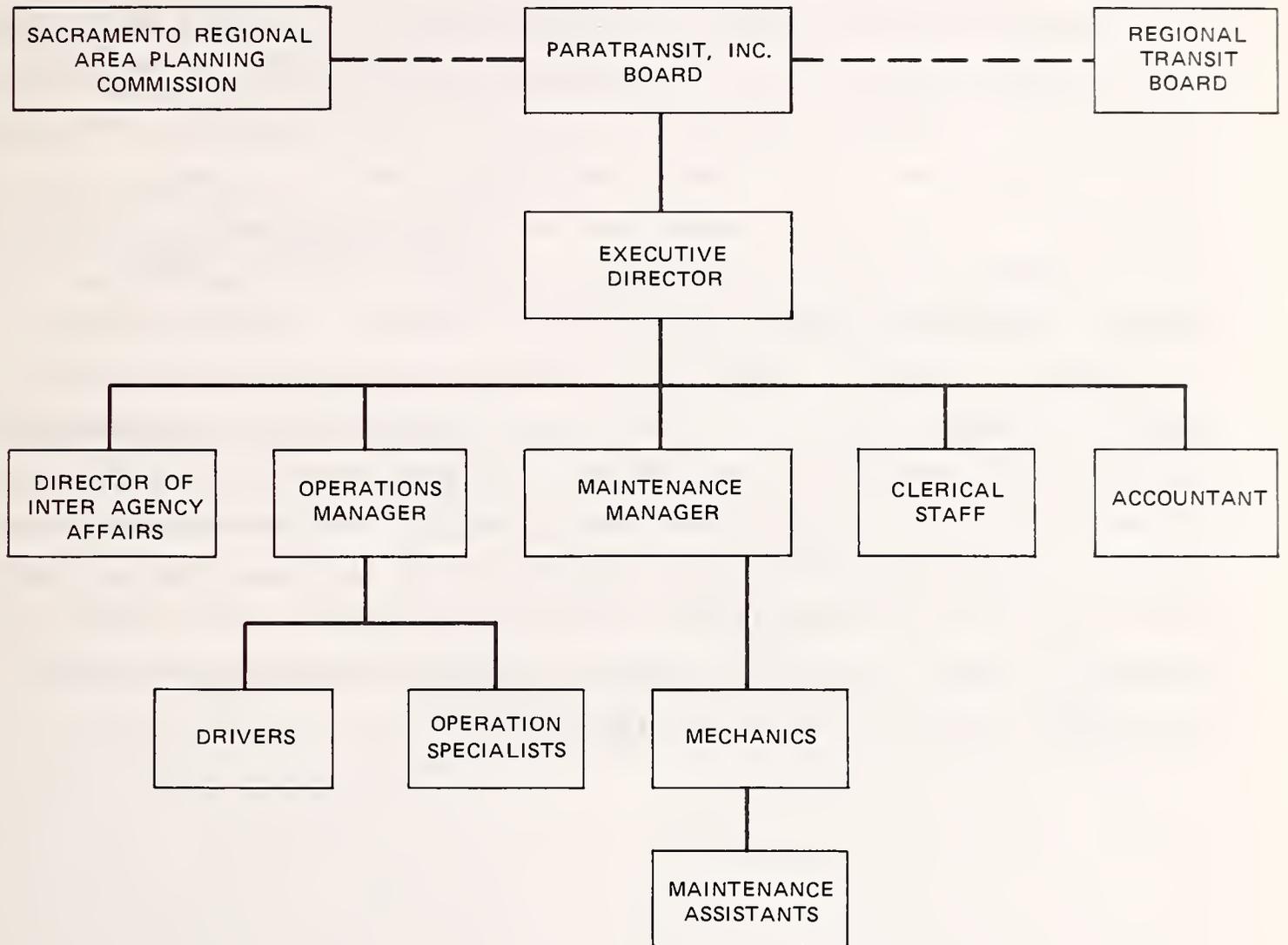


FIGURE 4-2. ORGANIZATIONAL CHART

corporation. This body has ultimate responsibility for all policy decisions. The Regional Transit Board of Directors and the Sacramento Regional Area Planning Commission also influence Paratransit, Inc. policy indirectly in their role as funding agencies.

The Executive Director is responsible for policy development, is the chief liaison with the Board, and oversees all day-to-day operations. Working closely with him is the Director of Inter-Agency affairs who has direct responsibility for working out agreements with various agencies including contracts for fuel and maintenance service of agency vehicles. The Operations Manager supervises the operations specialists and the drivers, is responsible for allocation of service and compiling monthly operating statistics. The Maintenance Manager has responsibility for all work carried on at the maintenance center and supervises the mechanics and maintenance assistants. The four administrative positions described above are supported by two secretaries and an accountant. Three operations specialists handle all ride requests, schedule rides, and monitor day-to-day bus operations. There are nine full-time and two part-time drivers.

5. TRANSPORTATION SERVICE

This chapter describes the transportation services provided by Paratransit, Inc. to all clients. Although the service arrangements Paratransit has worked out with various social service agencies are discussed separately in the next chapter, the nature of the service provided to agency clients is the same as that provided to unaffiliated clients. Thus the data presented in this chapter pertains to all persons served by Paratransit.

5.1 SERVICE DESCRIPTION

All persons who are physically or mentally unable to use regular bus service are eligible for Paratransit, Inc. transportation services.

Service is provided by a fleet of thirteen vehicles,* seven of which are owned directly by Paratransit, Inc. and were purchased with capital funds provided by Regional Transit. Six of these vehicles--Wayne Transette buses--were ordered by Paratransit from National Bus Sales; the seventh was purchased from another agency. The remaining six vehicles are owned by other social service agencies and are leased to Paratransit.** Ten of the thirteen vehicles are operated on the road (two are back-up vehicles, one is a shop truck) and seven of the vehicles are equipped with wheelchair lifts.

Lift-equipped vehicles accommodate an average of three or four wheelchairs and ten passengers. All of the vehicles are equipped with two-way radios. Rides are dispatched from a control room located at the Paratransit, Inc. offices in downtown Sacramento. All drivers have been fully trained in handling wheelchairs and also in first aid and cardio-pulmonary resuscitation.

Service is provided Monday through Friday from 7 AM to 5 PM and operates in the Sacramento County area, in the general area

*Four new vehicles purchased with 16(b)(2) funds arrived in March, 1980 but have not yet been put in service at the time this report was written.

**These lease agreements are discussed in Chapter 6.



FIGURE 5-1. LOS RIOS
COMMUNITY COLLEGE
STUDENTS RIDING TO
CLASS

served by Sacramento Regional Transit. The service is largely of a subscription nature, i.e., regular trips are provided on a daily basis for school, work or therapy. Limited weekend and evening service is provided to residents of a nursing facility for various recreational functions. No call-in requests are accommodated on weekends or evenings.

Paratransit, Inc. carries two types of passengers:

1. Agency-sponsored passenger. There are two types of agency-sponsored passengers. The first is transported on a regular basis (generally 5 days/week) and the sponsoring agency pays \$16/month/person. These passengers comprise 25-30% of all passengers served. The second type is not a regular rider but is affiliated with an agency that has a particular service arrangement with Paratransit. These clients do not pay a fare and the agency pays Paratransit for all or a portion of the vehicle operating cost rather than a specific dollar amount per client.
2. General passenger. This passenger is not sponsored by a public agency and pays a cash fare of 50¢ per one-way trip. The charge for a non-handicapped companion is 70¢ per one-way trip.

If agency-sponsored passengers wish to use Paratransit services for additional rides not covered by their sponsoring agency, they must pay the regular cash fare. (For example, an agency because of limited funding may choose to subsidize a user for twenty physical therapy trips per month. Any trips made by that user for other purposes would be unsubsidized and the user would be responsible for the 50¢ fare.)

Potential clients may call either Regional Transit or Paratransit, Inc. and request application forms. Because the demand for service has consistently exceeded the supply, Paratransit has not engaged in a marketing program to promote its specialized transportation services. Agency-sponsored clients are usually registered by the contracting agency. The registration material sent to each client includes a statement on

eligibility criteria (Figure 5-2), a certificate form for certifying eligibility (Figure 5-3) that must be completed by a licensed physician or authorized agency personnel (authorized agencies are listed on the eligibility criteria form), and a passenger registration form (Figure 5-4). This form provides information on disability, whether the person uses a wheelchair and/or requires an escort, and the origin-destination-schedule of three desired trips.

Once the forms are filled out, the potential client may return them to either Regional Transit or Paratransit, Inc. and service is usually provided by the agency receiving the application. At this point there has been no coordination between Paratransit and Regional Transit as to which agency will serve which clients although there are plans for such coordination when computerization of the registration data will allow a broader perspective of the need. Once an application is received, no further contact is made with the client, i.e., no identification pass is issued nor is there confirmation of the person's eligibility.*

Paratransit provides door-to-door service; passengers receive driver assistance in getting on and off the bus, making sure their wheelchair is fastened, and to and from their homes. Clients are encouraged to schedule rides a week in advance; officially only a 24-hour advance notice is required, but such requests frequently cannot be accommodated due to demand.

Besides its administrative staff, Paratransit, Inc. employs 11 drivers (9 full-time and 2 part-time) and three operation

*The Paratransit staff acknowledges that this may allow use of the system by people who are not eligible for service; however, the staff believes that persons who are able to use regular, fixed-route bus service are not likely to call Paratransit for their trip needs as the regular service is so much easier to use. Also, when people call for service who are not regular clients with whom the scheduler is familiar, they are asked if they are registered for service. If they are not, the scheduler inquires about their age and disability, encourages them to register if they appear to be eligible for service, and, if the schedule permits, will agree to carry someone once or twice without their first being registered.

FIGURE 5-2.

REGIONAL TRANSIT/PARATRANSIT, INC. ELIGIBILITY CRITERIA FOR SPECIAL TRANSPORTATION SERVICES

GENERAL INFORMATION

CERTIFICATE FORM--IDENTIFICATION FOR HANDICAPPED PERSONS:

1. The Certificate Form for certifying eligibility can be completed only by a licensed physician or certain personnel of social service or health care agencies who are authorized by Regional Transit or Paratransit, Inc. In the case of agency personnel, a current signature card must be on file at Regional Transit in order for the Certificate Form to be accepted.
2. The functional definition of an eligible handicapped person is one who encounters significant difficulty in: a) negotiating a flight of stairs, escalator or ramp; b) standing while waiting for a bus; c) boarding or alighting from a bus; or d) standing in a moving bus.
3. Please be certain to fill out ALL spaces on the Certificate Form.
4. Please return the Certificate Form to the individual who, in turn, will exchange it for the Regional Transit ID card or submit it to Paratransit, Inc., for special transportation services.

AGENCIES WITH DESIGNATED REPRESENTATIVES:

ALTA California Regional Center	Sacramento Community Dialysis Clinic
American River College	Sacramento County Continuing Care Services
Community Counseling Center of Oak Park	Sacramento County Health Department
Community Interaction Program	Sacramento County Department of Social Welfare
Easter Seal Society	Salvation Army Camellia House
Eskaton American River Hospital	South Area Community Mental Health Center
Goodwill Industries of Sacramento Valley	South City Mental Health Center
Grant Division of Adult and Community Education	Stanford Settlement, Inc.
LULAC Nutrition Program	St. Paul's Center
Midtown Manor	Sutter General Hospital
Opportunities for Handicapped, Inc.	Trinity House
Pioneer House	Walnut-Whitney Convalescent Hospital
Rancho Cordova Cultural Center	Sacramento Elderly Nutrition Program
Resources for Independent Living	Emergency Assistance and Referral Agency
River City Family Medical Group	California State University, Sacramento
Sacramento City Unified School District	McClaskey Adult Education Center

PHYSICAL DISABILITIES

SECTION 1 AMBULATORY: Impairments that, regardless of cause, confine individuals to wheelchairs.

SECTION 2 MOBILITY AIDS: Impairments that cause individuals to walk with difficulty or insecurity, including individuals using a long leg brace, a walker, or crutches to achieve mobility.

SECTION 3 ARTHRITIS: Persons, due to any cause, who suffer arthritis which causes a functional motor deficit in any two major limbs (arms and/or legs). American Rheumatism Association criteria may be used as a guideline for the determination of arthritic handicap. Therapeutic Grade III or worse, and Functional Class III or worse, and Anatomical State III or worse are evidence of arthritic handicap.

SECTION 4 AMPUTATION: Persons who suffer amputation of, or anatomical deformity (i.e., loss of major function due to degenerative changes associated with vascular or neurological deficits, traumatic loss of muscle mass or tendons and x-ray evidence of bony or fibrous ankylosis at an unfavorable angle, joint subluxation or instability) of: a) both hands, or b) one hand and one foot, or c) amputation of lower extremity at or above the tarsal region (one or both legs).

SECTION 5 CEREBROVASCULAR ACCIDENT (STROKE): With one of the following: a) pseudobulbar palsy, or b) functional motor deficit in any of two extremities, or c) ataxia affecting two extremities substantiated by appropriate cerebellar signs or proprioceptive loss.

SECTION 6 PULMONARY ILLS: Persons suffering from the following classes of respiratory impairment (dyspnea) as defined by The Journal of the American Medical Association Guides to the Evaluation of Permanent Impairment, The Respiratory System (November 22, 1965):

CLASS 3: Dyspnea does not occur at rest, but does occur during the usual activities of daily living. However, the patient can walk a mile at his/her own pace without dyspnea, although he/she cannot keep pace on the level with others of the same age and body build. Percent disability: 40-50.

CLASS 4: Dyspnea occurs during such activities as climbing one flight of stairs or walking 100 yards on the level, or less exertion, or even at rest.

CLASS 5: Dyspnea present on slightest exertion such as dressing, talking, or at rest.

SECTION 7 CARDIAC ILLS: Persons suffering from the following functional and therapeutic classifications of cardiac disease as defined by the New York Heart Association's Diseases of the Heart and Blood Vessels--Nomenclature and Criteria for Diagnosis (6th edition; Boston; Little, Brown and Company):

FUNCTIONAL CLASSIFICATION:

CLASS III: Patients with cardiac disease resulting in marked limitation of physical activity. They are comfortable at rest. Less than ordinary physical activity causes fatigue, palpitation, dyspnea, or anginal pain. For instance, inability to walk one or more level blocks or climb flight of ordinary stairs.

FIGURE 5-2 Cont.

CLASS IV: Patients with cardiac disease resulting in inability to carry any physical activity without discomfort. Symptoms of cardiac insufficiency or of the anginal syndrome may be present even at rest. If any physical activity is undertaken, discomfort is increased.

THERAPEUTIC CLASSIFICATION:

CLASS C: Patients with cardiac disease whose ordinary physical activity should be moderately restricted and whose more strenuous efforts should be discontinued.

CLASS D: Patients with cardiac disease whose ordinary activity should be markedly restricted.

CLASS E: Patients with cardiac disease who should be at complete rest, confined to bed or a chair.

SECTION 8 DIALYSIS: Persons who, in order to live, must use a kidney dialysis machine.

SECTION 9 SIGHT DISABILITIES: This section includes a) those persons whose vision in the better eye after best correction is 20/200 or less, or b) those persons whose visual field is contracted (commonly known as tunnel vision):

- 1) to 10 degrees or less from a point of fixation, or
- 2) so the widest diameter subtends an angle no greater than 20 degrees.

Individuals who have been denied a State of California driver's license on the basis of this section, and who have proof of such denial from the Department of Motor Vehicles, shall be considered eligible for special transportation services.

SECTION 10 HEARING DISABILITIES: This section includes those persons with a 50 bilateral hearing loss which is uncorrectable by use of a hearing aid. Individuals who have been denied a State of California driver's license on the basis of this section, and who have proof of such denial from the Department of Motor Vehicles, shall be considered eligible for special transportation services.

SECTION 11 DISABILITIES OF INCOORDINATION: This section includes those persons suffering faulty coordination or palsy from brain, spinal or peripheral nerve injury, and any person with a functional motor deficit in any two limbs or who suffers manifestations which significantly reduce mobility, coordination, and perceptiveness not accounted for in previous categories.

DEVELOPMENTAL DISABILITIES

SECTION 12 MENTAL RETARDATION: Mental retardation refers to below average general intellectual functioning which originates during the developmental period and is associated with impairment in adaptive behavior. (A general guideline is an IQ which is more than two standard deviations below the norm.) This section also applies to adults who by reason of illness or accident suffer mental retardation.

SECTION 13 CEREBRAL PALSY: A disorder dating from birth or early infancy, non-progressive, although if not treated, there is marked regression in functioning characterized by examples of aberrations of motor functions (paralysis, weakness, uncoordination) and often other manifestations of organic brain damage such as sensory disorders, seizures, mental retardation, learning difficulty and behavioral disorders.

SECTION 14 EPILEPSY: Clinical disorder involving impairment of consciousness characterized by major motor seizures (grand mal or psychomotor), substantiated by an EEG, occurring more frequently than once a month in spite of prescribed treatment; with: a) diurnal episodes (loss of consciousness and convulsive seizure), or b) nocturnal episodes which show residuals interfering with activity during the day. Individuals who have been denied a State of California driver's license on the basis of this section, and who have proof of such denial from the Department of Motor Vehicles, shall be eligible for special transportation services.

SECTION 15 AUTISM: A syndrome described as consisting of withdrawal, very inadequate social relationships, exceptional object relationships, language disturbances, and monotonously repetitive motor behavior. Many children with autism will also be seriously impaired in general intellectual functioning. This syndrome usually appears before the age of six and is characterized by severe withdrawal and inappropriate response to external stimuli.

SECTION 16 NEUROLOGICAL HANDICAP: A syndrome characterized by learning, perceptual, and/or behavioral disorders of an individual whose IQ is not less than two standard deviations below the norm. These characteristics exist as a result of brain dysfunction (any disorder in learning or using the senses), neurological disorder, or any damage to the central nervous system whether due to genetic, hereditary, accident, or illness factors. This section includes persons with severe gait problems who are restricted in mobility.

MENTALLY DISORDERED DISABILITIES

SECTION 17 EMOTIONALLY DISTURBED: Only designated social service personnel are eligible to certify persons under this section. Some persons may have permanent disabilities, while others may have only temporary disabilities. It is extremely important to note on the Certification Form the length of time of a temporary disability. Recertification of temporarily disabled individuals can be made if the condition continues. This section carries no age restriction.

In the extent of total disability, and if the individual is: a) living in a board and care home, at home under supervision, or independently; AND b) has a disability as set forth in the Diagnostic and Statistical Manual of Mental Disorders of the American Psychiatric Association; or is c) participating in an activity center workshop or training activity recognized by the County Mental Health Director, or is receiving service from a social service agency recognized by the County Mental Health Director.

AGE

SECTION 18 FRAIL ELDERLY: Any person age 75 or over with proof of age.

CERTIFICATE FORM IDENTIFICATION FOR HANDICAPPED PERSONS

I certify that _____ meets the Regional
(PLEASE PRINT PERSON'S NAME)

Transit Eligibility Criteria as handicapped Section _____
(SECTION NO. MUST BE COMPLETED BY CERTIFYING PERSON)

and is _____ eligible for a discount fare.
(PERMANENTLY/TEMPORARILY)

Length of Temporary Disability _____
(NO. OF MONTHS)

Person's address: _____
NO. STREET CITY STATE ZIP

Telephone _____ Birthdate _____
MONTH / DAY / YEAR

I, _____ agree to the release of this information
(SIGNATURE OF APPLICANT OR AUTHORIZED REPRESENTATIVE)

to Regional Transit for the purpose of eligibility certification as a handicapped rider.

AFTER REVIEWING THE ELIGIBILITY CRITERIA, I CERTIFY THAT THE HANDICAPPED PERSON NAMED
HEREIN MEETS THE ELIGIBILITY CRITERIA AS SET FORTH IN THE ABOVE NOTED SECTION NUMBER.

PLEASE TYPE NAME OF CERTIFYING PERSON

SIGNATURE OF CERTIFYING PERSON

TELEPHONE

ADDRESS

CITY

Physician's License Number (if applicable) _____

DATE OF CERTIFICATION

**APPLICANT: PLEASE RETURN ORIGINAL TO
THE REGIONAL TRANSIT OFFICE OR OTHER LOCATION
ISSUING IDENTIFICATION CARDS**

PASSENGER REGISTRATION FORM

REGIONAL TRANSIT
PARATRANSIT, INC.

NAME: _____

HOME ADDRESS: _____
Street No. and Name Apartment No. (if any)

_____ City State Zip Code

PHONE: (Home) _____ (Office) _____

DISABILITY: _____ AGE: _____

USE WHEELCHAIR: (Yes) _____ (No) _____

ACCOMPANIED BY COMPANION: (Yes) _____ (No) _____

TYPE OF TRAVEL NEEDED:

a. Regular Travel to Work, School, Rehabilitation Program, etc. _____

b. Occasional Travel to Doctor's Appointments, etc. _____

IN THE SPACES BELOW, PLEASE DESCRIBE UP TO THREE (3) TRIPS YOU WOULD LIKE TO MAKE EITHER REGULARLY OR OCCASIONALLY. USE COMPLETE ADDRESSES AND TIMES YOU WOULD LIKE TO LEAVE AND ARRIVE.

A. ORIGIN ADDRESS: _____

DESTINATION ADDRESS: _____

ARRIVAL TIME AT YOUR DESTINATION: _____

LEAVING TIME FOR RETURN TRIP: _____

PHONE AT DESTINATION: _____

DAYS OF WEEK: MONDAY _____ FRIDAY _____

TUESDAY _____ SATURDAY _____

WEDNESDAY _____ SUNDAY _____

THURSDAY _____

B. ORIGIN ADDRESS: _____
DESTINATION ADDRESS: _____
ARRIVAL TIME AT YOUR DESTINATION: _____
LEAVING TIME FOR RETURN TRIP: _____
PHONE AT DESTINATION: _____
DAYS OF WEEK: MONDAY _____ FRIDAY _____
TUESDAY _____ SATURDAY _____
WEDNESDAY _____ SUNDAY _____
THURSDAY _____

C. ORIGIN ADDRESS: _____
DESTINATION ADDRESS: _____
ARRIVAL TIME AT YOUR DESTINATION: _____
LEAVING TIME FOR RETURN TRIP: _____
PHONE AT DESTINATION: _____
DAYS OF WEEK: MONDAY _____ FRIDAY _____
TUESDAY _____ SATURDAY _____
WEDNESDAY _____ SUNDAY _____
THURSDAY _____

PLEASE MAIL OR BRING COMPLETED FORMS TO:

REGIONAL TRANSIT
1400 - 29th Street
Sacramento, California 95816
(916) 444-7591

PARATRANSIT, INC.
1900 K Street, Suite 101
Sacramento, California 95814
(916) 453-0103

specialists who make daily schedules and driver assignments, compile ridership statistics, and communicate vehicle service needs to the garage based on drivers' daily input.

Each day drivers are given a schedule as shown in Figure 5-5 which indicates scheduled pick-up and drop-off times for each passenger, and whether he/she is wheelchaired or ambulatory, pays a fare or is agency-sponsored. The driver notes the actual pick-up/drop-off time for each passenger, any unscheduled rides, the amount of fares collected, and the daily mileage and productivity. Drivers also fill out a daily Preventative Maintenance Inspection form (see Figure 5-6) which indicates any items that need attention, and a Schedule Maintenance Sheet (see Figure 5-7) on which drivers indicate how the day's activities differed from the schedule given to them. This allows the operations staff to constantly update and correct their scheduling and routing procedures.

5.2 SCHEDULING AND RIDE PRIORITIZATION

A special feature of Paratransit Inc.'s service is a computerized registration and certification process. All information secured at the time of registration including client's listing of three preferred trip destinations is fed into a computer and coded by location so that client origin and destinations can be matched to allow planning of group riding. The system allows easy access to registration data and generally makes records manageable from a planning standpoint. Coding the registration data so that it could be keypunched is a time-consuming process and in its early months of operation, Paratransit simply did not have the staff to allocate to this task. Then Regional Transit hired someone to input the registration data into the computer, but it was done incorrectly. (Regional

FIGURE 5-5. DRIVER SCHEDULE

BUS NO. 120

SCHEDULE NO. PT8

START MILEAGE *Friday* STOP MILEAGE

DATE

DRIVERS PLEASE FILL IN 5b THRU 9

1. Base _____ 2. Driver Name _____ 3. Sched# _____ 4. Sched By _____

PICK-UP _____ CLOCK-TIME _____ ACTUAL TIME _____

Sched _____ / 5b. Unsched _____ 6. IN _____ / OUT _____ 7. P/U _____ / DROPOFF _____

MILEAGE _____ FARES _____

8. Start _____ Stop _____ 9. Collected _____ 10. Daily Productivity _____

5 PICK-UP TIME Scheduled: 7:15 Actual: _____ LOCATION _____

NAME _____ CONDITION _____

INSTRUCTIONS PAGE 50 INDEX 50

PICK-UP TIME Scheduled: 7:25 Actual: _____ LOCATION _____

NAME *Francis W* CONDITION *FORREST W/C (AMB.)*

FARES Collect Monthly Monthly PAGE INDEX Fare Agency Check 34 D3

DROP-OFF TIME Scheduled: 7:35 Actual: _____ LOCATION _____

NAME _____ CONDITION _____

INSTRUCTIONS PAGE 5 INDEX 5

PICK-UP TIME Scheduled: 7:45 Actual: _____ LOCATION _____

NAME _____ CONDITION _____

FARES Collect Monthly Monthly PAGE INDEX Fare Agency Check 51 E3

DROP-OFF TIME Scheduled: 8:05 Actual: _____ LOCATION *Sec. City Freeport*

NAME _____

FARES Collect Monthly Monthly PAGE INDEX Fare Agency Check _____

3 DROP-OFF TIME Scheduled: 8:40 Actual: _____ LOCATION *E1 Dorado J St*

NAME *Dona-L*

FARES Collect Monthly Monthly PAGE INDEX Fare Agency Check 55 A5

5 PICK-UP TIME Scheduled: 8:55 Actual: _____ LOCATION *H St*

NAME *BERNICE D* CONDITION *FARE AMB*

INSTRUCTIONS PAGE 52 INDEX C3

5 DROP-OFF TIME Scheduled: 9:15 Actual: _____ LOCATION *DEL PASO BLVD*

NAME *BERNICE D*

INSTRUCTIONS PAGE 34 INDEX C6

1/11 ONE WAY

7 PICK-UP TIME Scheduled: 9:35 Actual: _____ LOCATION *EL CAMINO*

NAME *MABEL H.* CONDITION *-FARE AMB*

INSTRUCTIONS PAGE 37 INDEX E4

7 DROP-OFF TIME Scheduled: 9:55 Actual: _____ LOCATION *ELTASTO*

NAME *MABEL H*

INSTRUCTIONS PAGE SHE WILL INDEX DIRECT YOU

1/11 ONE-WAY

BUS DAILY PREVENTIVE MAINTENANCE INSPECTION
AS REQUESTED BY 14243 OF THE CALIFORNIA
ADMINISTRATION CODE, TITLE 5

BUS IDENTIFICATION

NAME _____ YEAR _____ BUS # _____ LICENSE # _____ DATE _____ MILEAGE: (Start _____
(Total _____
(Start _____

HOURS: (Finish _____
(Total _____

The daily preventive maintenance inspection by the operator shall include but not be limited to the following:

O.K.	NEEDS ATTENTION	O.K.	NEEDS ATTENTION
<input type="checkbox"/>	<input type="checkbox"/> Maintain water & oil & all vehicle fluid levels in accordance with the manufacturer's recommendations.	<input type="checkbox"/>	<input type="checkbox"/> Check all tires & lug nuts. If bus has hubcap, don't have to remove, just kick tire.
<input type="checkbox"/>	<input type="checkbox"/> Check emergency exit & all warning devices to determine if they are working.	<input type="checkbox"/>	<input type="checkbox"/> Check lift operation.
<input type="checkbox"/>	<input type="checkbox"/> Test horns.	<input type="checkbox"/>	<input type="checkbox"/> Perform the following brake safety check:
<input type="checkbox"/>	<input type="checkbox"/> Check driver's seat & belts for wear and securement.	<input type="checkbox"/>	<input type="checkbox"/> 1. Test parking brake.
<input type="checkbox"/>	<input type="checkbox"/> Determine that all doors, or emergency releases and windows are in operating condition.	<input type="checkbox"/>	<input type="checkbox"/> 2. Check brake pedal for brake adjustment.
<input type="checkbox"/>	<input type="checkbox"/> Check securement of all seats, handrails and modesty panels.		<u>Other Mechanical Difficult</u>
<input type="checkbox"/>	<input type="checkbox"/> Check all interior and exterior lighting systems.		_____
<input type="checkbox"/>	<input type="checkbox"/> Determine that all heating, cooling and ventilating systems are working.		_____
<input type="checkbox"/>	<input type="checkbox"/> Check all glass and mirror for cracks and cleanliness.		<u>Service Stops</u>
<input type="checkbox"/>	<input type="checkbox"/> Determine that windshield wipers and washers are working.		_____
<input type="checkbox"/>	<input type="checkbox"/> Determine that fire extinguishers & first aid kit are maintained and in operating condition.		_____
<input type="checkbox"/>	<input type="checkbox"/> Check radio operation (on)		Gasoline _____ Gallons)
			Oil _____ Quarts) _____ Milea

SCHEDULE MAINTENANCE SHEET

A. P/U times should be changed on the following P/U's:

B. D/O times should be changed on the following D/O's:

C. The following riders are permanent cancellations and should be removed from my schedule:

D. The following riders are temporary cancellations:

NAME:

DATE OF CANCELLATION:

E. Bad address on the following:

NAME:

CORRECT ADDRESS:

F. Additional comments on Schedules i.e., I think the additions to schedule should be made during these times, or this schedule does not make sense. For these reasons, etc.:

G. Would like to meet with, Scheduler to discuss this Schedule:

Transit and Paratransit, Inc. share computer services and this registration information was to be used as well by Regional Transit's Careful Coach service.) Computerization of the registration data was not completed until March 1980, and use of this information for scheduling purposes cannot be reported on in this study.

Through March 1980, the period covered in this report, if Paratransit received an application requesting regular subscription service and was unable to accommodate the request, the application simply went into a dead file and was not further analyzed to see if the trip request could be accommodated at a later date or by Regional Transit's Careful Coach Service. When the operations specialists see there is a vacancy in the schedule, they will fit in the trip requests of the most aggressive clients, who keep calling the office and asking when their request will be accommodated, or those clients who have an advocate in a social service agency. The operations director admits this is an inequitable system, but Paratransit (and Careful Coach) have received approximately 2500 applications and, without the use of a computerized system, have not had the capacity to constantly review the files and see how trip requests can be worked into the existing schedule. This problem should be alleviated now that trip information has been computerized.

An informal ride prioritization policy has been developed to assist the operations staff when they are confronted with conflicts in the scheduling of trip requests, e.g., several trip requests for the same time or trip requests which originate in the same area but with destinations in widely separated geographic areas. For intermittent riders, the following priority system is used.

1. Trip purpose: Medical appointments have highest priority, shopping is second, recreation is third.

2. Type of Disability: When conflicts occur within the same trip purpose category, wheelchair users and those who must use mobility aids, which prevent the use of any other transportation mode, are given priority.
3. Order in which Trips are Requested: A trip request log is maintained for each day of the week and requests are entered in the log as they are received. The earliest medical trip requests are then given priority.

Accurate records have not been kept on the number of unfilled intermittent trip requests; operations staff estimate this figure to be roughly 35%.

Because of the nature of subscription service, once a vehicle is committed to an area a trip request priority system is no longer effective and regular trips are added when they can be accommodated by existing schedules. When conflicts do arise, priority is given by:

1. Trip Purpose: Life sustaining medical trips have highest priority followed by medical therapy, work and school trips, and other trips.
2. Disability: Wheelchair users and persons using mobility aides have priority over ambulatory persons.

5.3 RIDER CHARACTERISTICS

To date approximately 2500 persons have registered for Paratransit (and Careful Coach) service. Data on trip purpose and mobility aids compiled from these registration records are shown in Tables 5-1 and 5-2. There are, as yet, no data on sex and age distribution.

Percentages presented in the following tables are based on analysis of 1558 registration records.* If these proportions hold for all registrations (2494 through March 1980), then 1132 wheelchair users have registered for Paratransit or Careful Coach service. Data presented in Chapter 3 indicate that in 1975

*Not all 2500 registration forms were analyzed as some had missing data.

TABLE 5-1.
TRIP PURPOSE OF REGISTRANTS

<u>Trip Purpose</u>	<u>%</u>
Therapy	56.5
School	12.0
Multiple	10.4
Other*	10.3
Work	6.0
Unknown	4.1
Combined other*	1.1

*Recreation, nutrition, shopping, etc.

TABLE 5-2.
MOBILITY AIDS USED - REGISTRANTS

	<u>%</u>
Ambulatory	52
Confined wheelchair	44
Transfer wheelchair	1.4
Other mobility aids	1.2
No information	1

there were 1441 wheelchair users in Sacramento County or 0.2% of the total population of 686,325. If this percent* is applied to the 1979 population figure (745,400) there are 1565 wheelchair users in the county in 1979. These figures indicate that 72% (1132/1565) of wheelchaired persons in Sacramento County have registered for Paratransit or Careful Coach service.

*The precise percent is .0020995; this was used as the multiplier in the computation which follows.

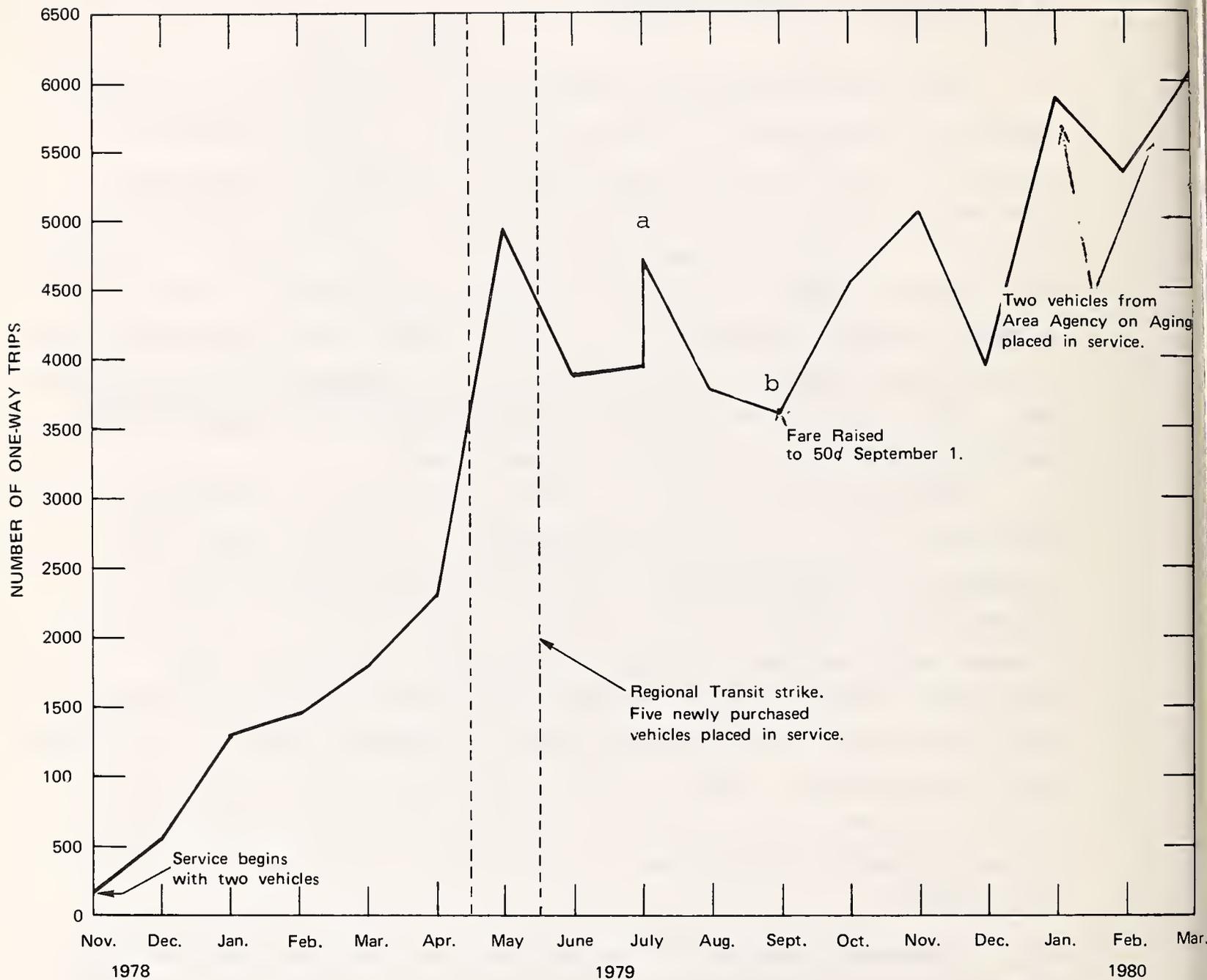
5.4 NUMBER OF TRIPS SERVED

The trips discussed in this section are for all persons served by Paratransit, Inc. and include clients served as a result of coordination/consolidation agreements Paratransit has worked out with the social service agencies discussed in Chapter 6. There are two exceptions to this. First, no record was kept of trips provided to Camelia Center and Stanford Settlement clients before July, 1979.* Second, no record was kept of trips provided in the evening and on weekends before September, 1979. Thus the graph and table figures for trips taken prior to September, 1979 are understated.

Figure 5-8 and Table 5-3 show the growth in ridership over the first 17 months of operation. The data show that ridership climbed steadily the first six months and rose dramatically during April and May, 1979 when five newly purchased vehicles were placed in service. The month-long Regional Transit strike was also in effect during this period and Paratransit accommodated many of Regional Transit's Careful Coach passengers. There was a drop in June when Regional Transit resumed operations and from June through September because students transported by Paratransit were out on summer vacation.

Ridership rose again in October due to the resumption of classes and dropped again during December due to rainy weather and the holiday season. The number of trips rose significantly during the first three months of 1980 when two more vehicles were placed in service.

*Agreements for service with Camelia Center (Catholic Social Services) and Stanford Settlement are described in detail in Chapter 6. The vehicle for Camelia Center was placed in operation in January 1979; the vehicle for Stanford Settlement was placed in service April 1979.



^aTrips provided to some agency clients are not included prior to July 1979.

^bWeekend and evening trips are not included prior to September 1979.

FIGURE 5-8.
PROJECT RIDERSHIP BY MONTH

TABLE 5-3.
PROJECT RIDERSHIP BY MONTH

	Paratransit, Inc.	Camelia ⁽¹⁾ City Center	Stanford ⁽²⁾ Settlement	Evening, Weekend Trips ⁽³⁾	Total Trips
1978					
Nov	184				
Dec	573				
1979					
Jan	1286				
Feb	1436				
Mar	1802				
Apr	2300				
May	4959				
June	3849				
July	3949	552	223		4724
Aug	2890	691	179		3760
Sept	2836	576	170	56	3638
Oct	3952	376 ⁽⁴⁾		214	4542
Nov	4370	635		26	5031
Dec	3127	536		41	3704
1980					
Jan	4868	829		161	5858
Feb	4647	510 ⁽⁴⁾		191	5348
Mar	5272	666		217	6155

(1) Service initiated in January 1979. No records on trips provided until July 1979.

(2) Service initiated April 1979. No records on trips provided until July 1979. Beginning October 1979 trip counts included as part of Paratransit, Inc.

(3) Counts of weekend, evening trips not available before September 1979.

(4) Count is for three weeks only.

Throughout the project's 17 months of operation any increase in trips provided was achieved largely through the introduction of new vehicles. Productivity (discussed in Section 5.6) remained fairly constant as vehicles were operating at capacity (for this type of demand-responsive service).

Regular, subscription type service (i.e., trips for work, school or therapy) accounts for the great majority of trips provided by Paratransit. A sample week in January 1980 showed that 92% of the trips provided were regular trips; 8% were occasional. This proportion will change considerably because of the addition of the two vehicles in January and February 1980. These vehicles, leased to Paratransit by the Area Agency on Aging are used to transport the elderly who make few trips of a regular nature.*

5.5 RELIABILITY

Figure 5-9 shows Paratransit service reliability based on a sampling of all trips provided during May, 1979. The data show that service is most punctual between 6 and 9 AM and is least punctual at the end of the day between 3 and 6 PM. Between 6 and 9 AM only 13% of the sampled trips were delivered more than ten minutes early or late. Between 9 AM and 12 PM this percent had risen to 36%. By the final period of the day, between 3 and 6 PM, 49% of the sampled trips were delivered more than ten minutes late or early. There are no data on whether clients perceive service reliability as a problem as no client surveys were conducted.

*In March 1980 Paratransit received delivery of four new vehicles that were purchased with 16(b)(2) funds. The Paratransit, Inc. Board of Directors has voted to use two of these new buses to provide service for persons making intermittent trip requests. This decision will also alter the proportion of regular vs. occasional trips provided.

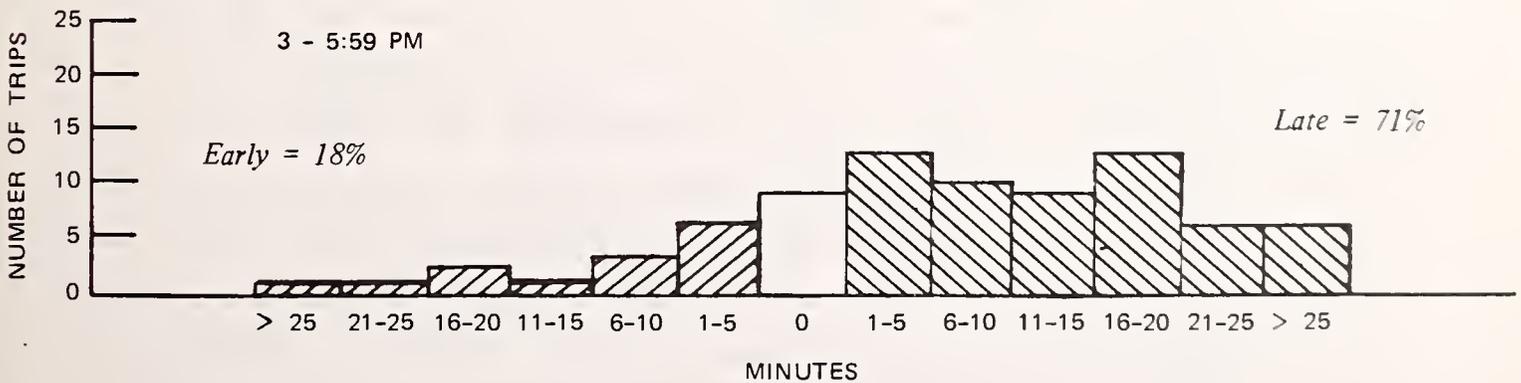
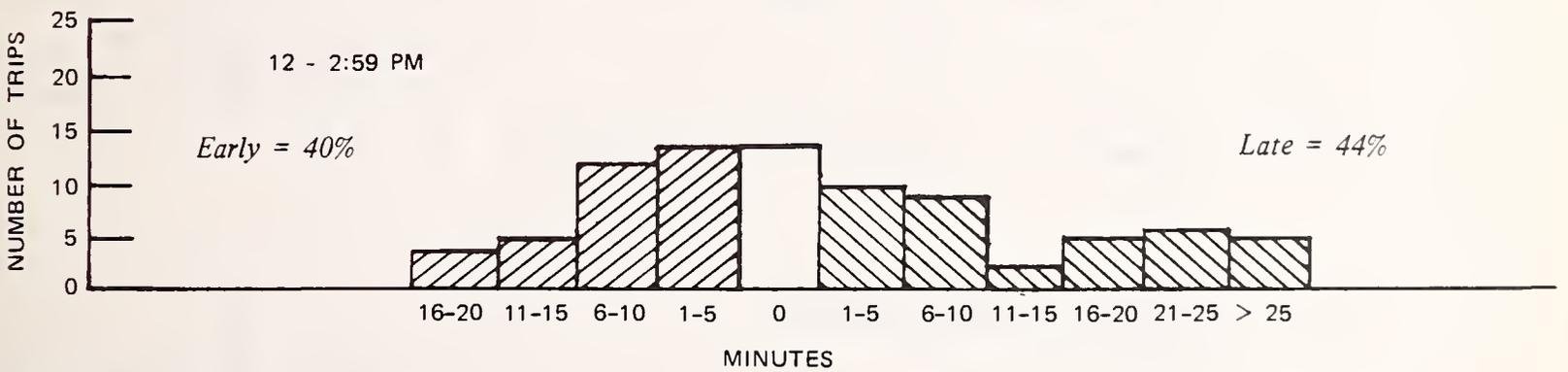
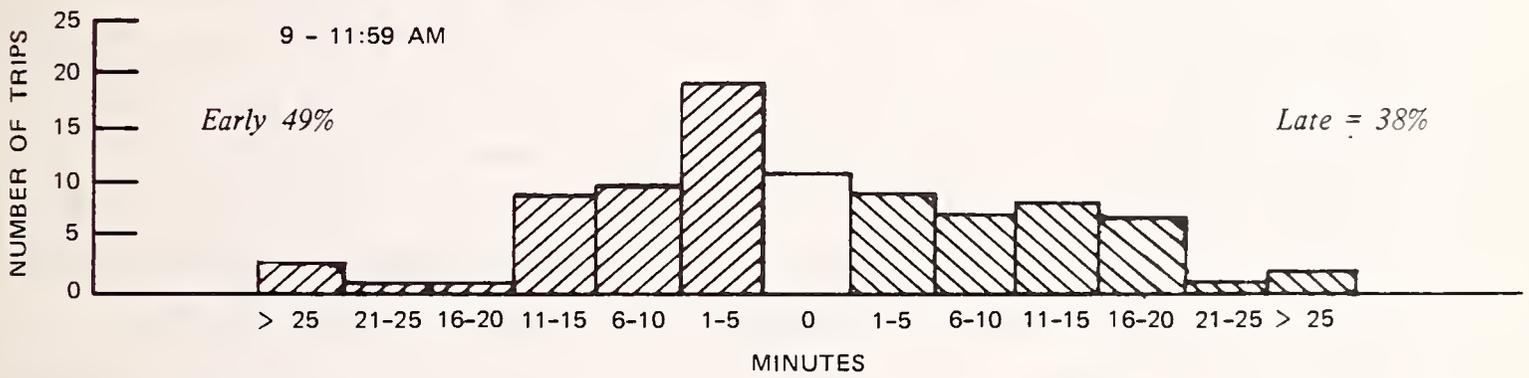
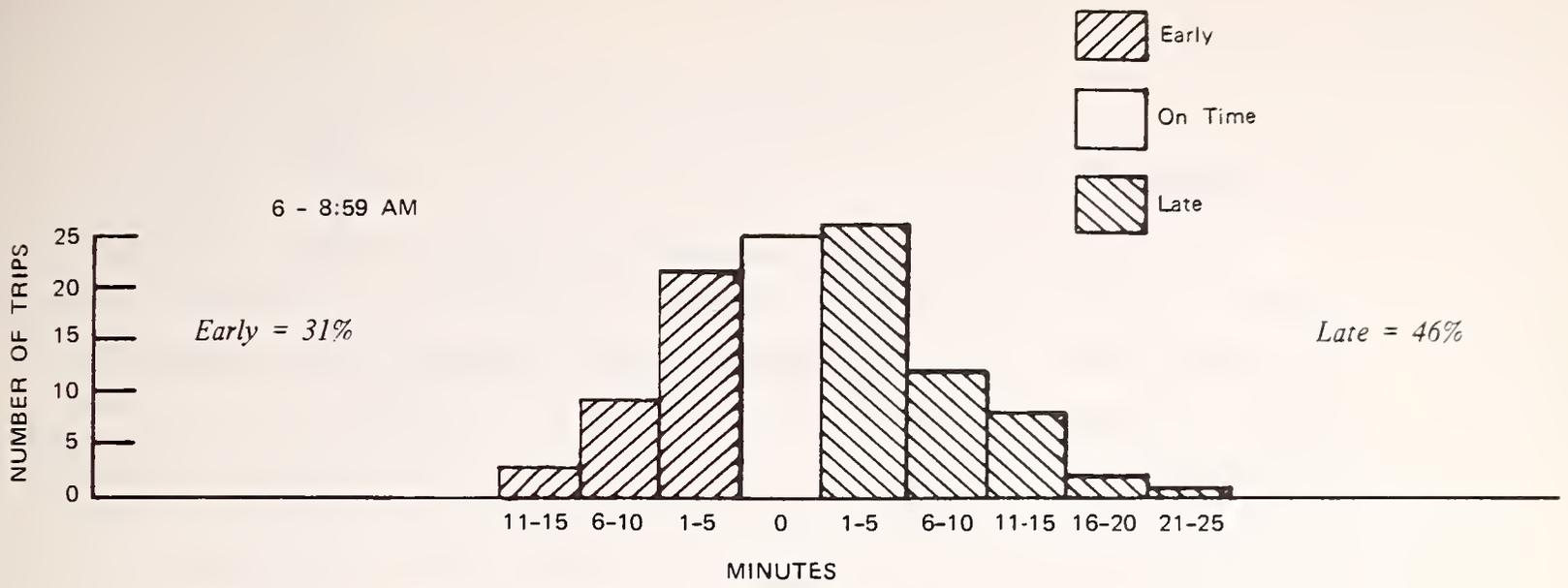


FIGURE 5-9.

PARATRANSIT RELIABILITY BY TIME OF DAY

5.6 PRODUCTIVITY

Table 5-4 indicates that while ridership has increased steadily over the 17 month period, productivity--after an early increase due to growing demand--has leveled off at approximately three passengers transported per vehicle hour. This productivity is about average for specialized demand-responsive transportation systems. The handicapped and elderly clients served not only require more assistance in boarding and unboarding (particularly wheelchair passengers), but are also less likely to be ready at pick-up times than passengers of many demand systems. Also, the drivers must drive more slowly for the more infirm clients than they would for fully able-bodied persons. The 11 Paratransit buses are spread over 94 square miles for a coverage ratio of one bus for every nine square miles. By contrast, taxis have a coverage ratio of one cab per square mile. Because of the low coverage ratio, Paratransit buses must spend large portions of time deadheading to pick up passengers; consequently productivity is lowered. Also, the widely dispersed trip origins and destinations lower travel speeds and lengthen trip times.

5.7 TRANSPORTATION COSTS

Table 5-5 shows average monthly transportation operating and total costs by cost category for the months of July 1979 through January 1980. The figures show that 69% of the operating cost of a trip is for labor (direct labor plus payroll burden) with the balance of costs divided between fuel, maintenance, insurance, rent and others. The fourth cost category of the table adds monthly depreciation charges, showing that capital costs amount to 12% of total costs.

TABLE 5-4.

PARATRANSIT OPERATING STATISTICS, BY QUARTER

	1979				1980	
	1978	Nov-Dec (1)	Jan-Mar (1)	Apr-Jun (1)	Sept (2)	Oct-Dec
Trips	757	4,524	11,108	3,638	13,277	17,361
Vehicle Miles	7,164	24,790	68,882	26,167	NA	99,468
Vehicle Hrs.	382	1,532	3,439	1,563	4,618	5,796
Psgrs/Mile	.11	.18	.16	.14	NA	.17
Psgr/Hour	2.0	3.0	3.2	2.3	2.9	3.0
Op. Days	27	64	64	19	61	64
Riders/day	28	71	174	191	218	271

(1) Does not include Camelia Center, Stanford Settlement or weekend and evening trips.

(2) Figures are for September only. Figures on vehicles miles and vehicle hours are not available for July and August.

TABLE 5-5.

BREAKDOWN OF OPERATING AND TOTAL TRANSPORTATION COST

	Budget/Mo.	Actual Avg. Cost/Mo. July 79-Jan 80	Percent of Cost	
			Operating	Total
<u>OPERATING COSTS</u>				
1. DIRECT LABOR				
Operations Manager	\$ 2,058	\$ 2,015	6.7	5.9
Operators	11,117	9,857	32.8	28.9
Directors	3,489	4,298	14.3	12.6
Clerical	936	1,794	<u>6.0</u>	<u>5.3</u>
			59.8	52.7
2. PAYROLL BURDEN				
Taxes	1,712	1,295	4.3	3.8
Group Insurance	540	526	1.8	1.5
Workers Comp.	1,147	1,028	<u>3.4</u>	<u>3.0</u>
			9.5	8.3
3. MATERIALS & SERVICES				
Fuel	2,753	2,335	7.8	6.9
Maintenance	1,892	2,440	8.1	7.2
Insurance	1,333	1,068	3.6	3.1
Rent & Utilities	795	965	3.2	2.8
Other	1,651	2,407	<u>8.0</u>	<u>7.1</u>
Contingency	1,116	--	<u>30.7</u>	27.1
TOTAL OPERATING COST	\$30,539	\$30,028	100.0	
<u>CAPITAL COST</u>				
4. DEPRECIATION	--	4,033*		<u>11.8</u>
TOTAL COST	\$30,539	\$34,061		99.9

*Depreciation costs for the seven Paratransit owned vehicles only. An additional six vehicles leased from other social service agencies (discussed in Chapter 6) are not included in this figure.

Calculations to determine cost per trip were done for the months of September 1979 through January 1980.* These are shown in Table 5-6.

TABLE 5-6.
PARATRANSIT, INC. TRIP COSTS

Month	Operating Cost/Trip	Total Cost/Trip*
September	\$7.11	\$8.22
October	7.53	8.42
November	5.48	6.28
December	8.77	9.86
January	6.59	7.33
Average	6.97	8.00

*Includes capital costs for seven Paratransit vehicles

The fare charged per one-way trip is 50¢. The subsidy per trip is then approximately \$7.50 (including depreciation). For agencies which pay a flat rate of \$16.00 per month per client for regular service (i.e., for two one-way trips per weekday, about 42 trips/month) the subsidy is about \$7.60 per trip.

The cost per trip is somewhat high but not unreasonably so.** The total cost per trip, for example, is below that of the LIFT, \$8.92/trip in January 1979, a similar specialized transportation service operated by the Tri-County Metropolitan Transportation District in Portland. Regional Transit staff estimate the operating cost of Careful Coach service is \$12.94/trip, almost twice as much as Paratransit's operating cost of \$6.97/trip.

*These are the months for which complete records on the numbers of trips provided per month and financial records were available. No start-up costs are included.

**Based on 16 specialized transportation systems summarized in Elderly and Handicapped Transportation: Local Government Approaches. Prepared by Public Technology, Inc. for UMTA, U.S. Department of Transportation, March 1979.

5.8 CLIENT APPRAISAL

Because no on-board surveys of riders have been conducted, the only information available on client appraisal comes from agency interviews. What is reported here are the statements of agency personnel speaking for their clients.

All persons interviewed gave high praise to Paratransit drivers for their courteous and helpful service. There was a general consensus that there are not enough vehicles to fill the need but that Paratransit does a good job with the vehicles they do operate.

One general area of dissatisfaction stems from the imbalance of regular trips (therapy, school, work) versus occasional or intermittent trips: because regular trips receive priority, there are few places in the schedule left to accommodate occasional trips. The director of one agency which serves the elderly objects strongly to this policy because "Going to the grocery store is as important to an older person as work trips are for younger persons." The Muscular Dystrophy Association report they have clients who need regular medical trips but because these trips are not of a daily or once-a-week nature, they frequently cannot be accommodated.

A second area of dissatisfaction has to do with the need to schedule trips so far in advance. As mentioned previously, Paratransit requires a 24-hour advance notice, but in reality trips must be scheduled a week in advance or the caller is unlikely to be accommodated. This long prescheduling requirement is particularly difficult for the elderly. Also, even though a caller schedules a trip a week in advance, Paratransit does not call to confirm whether the trip will or will not be provided until the day before the planned trip.

Finally, some clients who were previously transported by an agency always using the same driver operating the same car

or station wagon miss the security such service offered and find it difficult to adjust to Paratransit scheduling requirements, the larger vans and a variety of drivers. However, none of the agency personnel interviewed saw this as a serious problem and believed that in time their clients would adjust to the new system.

6. COORDINATION AND CONSOLIDATION OF AGENCY TRANSPORTATION SERVICES

6.1 INTRODUCTION

The original proposal submitted to Caltrans in 1978 which eventually led to the formation of Paratransit, Inc. contained two separate elements. Activities related to the first element - joint purchasing of gas, oil, maintenance and insurance - are described in the chapter on the Vehicle Maintenance Center. This chapter will describe activities related to the second element of the proposal - coordination and consolidation of agency transportation services.

Underlying the formation of Paratransit, Inc. in July 1978 was the central premise that special transportation service could be delivered more efficiently and effectively with close cooperation and coordination between social service agencies and the new paratransit provider. These two groups and their primary goals with respect to specialized transportation were as follows:

Social service agencies - Assure cost effective, reliable, high quality transportation for their clients.

Paratransit, Inc. - Assume a leadership role in the provision of specialized transportation services.

The above two goals present the potential for conflict: as Paratransit assumes more control of specialized transportation services, social service agencies run the risk of losing control over the quantity and quality of their clients' transportation service. The staff of Paratransit were sensitive to this issue from the beginning of their operation and, on the whole, this potential for conflict has been avoided. Paratransit marketed their service to various agencies by first learning how the agency operated and then presenting the agency with an offer tailored to meet individual needs. In some cases there is actual transfer of vehicles and personnel to Paratransit. In other cases, agencies operate their own vehicle but scheduling is done by Paratransit. This section will describe the service arrangements Paratransit, Inc. has worked out with seven agencies.

6.2 AGENCY SERVICE AGREEMENTS

6.2.1 Los Rios Community College

The first two vehicles to be operated by Paratransit, Inc., were ones turned over to them by Los Rios Community College. The college had two lift-equipped vans to transport handicapped students on field trips or for emergency purposes. No regular transportation service to and from classes was provided and the vehicles sat idle most of the time. In September 1978 the Director of Student Personnel Services read an article in the local paper about a newly formed agency--Paratransit, Inc.--that had funds to start a special transportation service but no vehicles. He knew the college had two vehicles but no one to run them. He contacted the director of Paratransit, Inc. and they easily negotiated an arrangement. The college continues to hold title to the vans because they were purchased with HEW funds. The use of the vans is totally in Paratransit's hands; they maintain the vans, carry the insurance and use the vehicles to schedule rides for handicapped and elderly persons in the Sacramento area, including transporting handicapped students to and from the Los Rios Community College. The Community College students initially rode free in these vans. Now, in the second year of operation, Paratransit charges the students at the same rate as other passengers. Approximately 35-40 students are carried per day.

Hard data on vehicle costs to the college before their contract with Paratransit, Inc. are not available. Both vans were basically new when turned over to Paratransit. The college was not doing any maintenance work as they hardly used the vans at all, and driver time was simply a matter of pulling a staff person off another job for a little while to drive the van.

Both parties feel this arrangement of turning over operation but not ownership of the two vans has been successful and advantageous.

The Director of Student Personnel says of the agreement, "This little association is one of the best in the whole nation" and emphasizes that he feels a key to the ease of this arrangement was Paratransit, Inc.'s director and his bright, eager attitude.

6.2.2 Alta California Regional Center

The Alta California Regional Center is a service agency for developmentally disabled individuals. Effective December, 1978, Paratransit, Inc. was authorized by this agency to carry Alta clients who need transportation to day programs. Clients of Alta are transported on a regular basis, usually 5 days per week, (ten one-way trips) for a flat rate of \$16.00 per client. Currently 36 Alta clients are receiving regular service for which the agency is charged \$576.00 a month. About 1500 actual trips are provided per month. No formal contract was signed between Alta Regional Center and Paratransit for this service.

Some of the clients now served by Paratransit were previously being served by Regional Transit's Careful Coach service; some are new Alta clients who were not previously receiving transportation. Alta also receives transportation service for its clients from the United Cerebral Palsy Association and Easter Seals. These agencies charge approximately \$65.00 per month per client.

During a telephone interview in April, 1980 the Resource Developer mentioned no problems with the regular service the agency clients were receiving, but he was unhappy with the fact that when they were starting up a new program and had identified the specific clients who would be attending these programs, he could not get a definite commitment from Paratransit, Inc. to serve these new clients. He realized this might be a simple problem of supply and demand, but his displeasure stemmed from the fact that he would get conflicting information at different times.

He said his agency "can plan around limited resources if we know exactly what the possibilities are."

6.2.3 Catholic Social Services (Camelia Center)

Catholic Social Services (CSS) operates a number of programs for the purpose of providing services and assistance to elderly residents of the Sacramento Area. In January, 1979, CSS entered into an agreement with Paratransit, Inc. whereby Paratransit furnishes a vehicle and driver to CSS Monday through Friday between the hours of 10:00 AM and 3:30 PM. Paratransit is responsible for maintaining and insuring the vehicle. CSS furnishes at least one person to accompany the vehicle who serves as an escort to the elderly passengers. For this service Paratransit bills CSS a minimum of \$47.85 per day or \$9.57 per hour, whichever is the greater sum.

The Paratransit van is operated out of Camelia City Center, providing service to elderly persons who live in congregate housing in the downtown area. The van is used primarily to transport groups of people attending recreational or educational events or going shopping, but also to take persons to health clinics and doctor appointments. Scheduling of rides is done by Camelia City Center. CSS previously had an arrangement with taxi cab companies for this service but switched to Paratransit, Inc. because it was more in keeping with their philosophy of working with nonprofit organizations and because the focus of Paratransit is to serve the elderly and handicapped.

The Center's director says they have been quite satisfied with the service; the drivers are courteous and helpful, and Paratransit, Inc. has been very good in having the driver and vehicle at the Center at the appointed time. Also, the Paratransit van is larger than the limousine previously supplied by the taxi company; this allows more people to go on shopping trips. CSS renewed their contract with Paratransit, Inc. in January, 1980 for another year.

6.2.4 St. Paul's Center

In April, 1979, Paratransit, Inc. entered into an agreement with St. Paul's Center, a senior center run by the Episcopalian church, for the administration of a taxi subsidy program. The Center was already administering a taxi subsidy program for the elderly funded by the Area Agency on Aging. Paratransit, Inc. wished to expand this existing program to include all persons who are eligible for service with either Paratransit or Regional Transit's Careful Coach. They agreed to give St. Paul's Center \$2500 per month to administer this program, an amount equal to that the Center received from the Area Agency on Aging.

Persons who are eligible for service receive one taxi coupon book per month, valued at \$12.00. The coupons come in \$1.00 and 50¢ denominations. Books are free to clients and may be used on any taxi within the city (Yellow Cab, Courtesy, Greyhound) to pay for any portion of the actual metered fare. The Center receives three times as many requests as there are books; clients are put on a waiting list to receive books which are distributed on a first-come first-serve basis. Almost all of the books are distributed through the mail as recipients are persons without means of transportation to get to the Center on their own.

Paratransit, Inc. gives St. Paul's Center \$2400 per month for the distribution of 200 coupon books and provides the center up to \$500 per month to cover administrative and material expenses relating to the operation of the program. Participating taxi companies must allow groups of individuals traveling from the same origin to the same destination to travel for a single fare. Taxi companies turn in used coupons to St. Paul's at the end of each month for reimbursement. Taxi rates for the Yellow Cab Company are \$2.00 for the first mile and 90¢ for each additional mile. St. Paul's staff indicated that the average one-way trip length for program participants is about 2.5 miles which would cost \$3.35 a trip using Yellow Cab. Thus the \$2400

monthly subsidy provides approximately 720 one-way trips. Administrative costs are about 70¢ per trip (\$500/720) bringing the average cost to \$4.05.

The Center is generally pleased with this arrangement and mentioned no problems in administering the program.

6.2.5 Stanford Settlement

Stanford Settlement is a neighborhood social service center providing programs to about 27,000 low-income people of all ages. The center is about 20 miles from downtown Sacramento. Stanford Settlement has had a transportation program since 1975 providing door-to-door and escort service with funds provided through the Area Agency on Aging; however, they have never felt they should be a transportation agency. The Settlement's Director described the local transit district's "feeble attempt" to provide special service, but said they were not serving the elderly, so Stanford Settlement, with other agencies, worked to get Paratransit, Inc. formed.

In April, 1979, Stanford Settlement signed an agreement whereby Paratransit, Inc. would take over one of their vans* and a driver and would schedule and provide rides during daytime hours for residents of the Settlement's geographic area with this van. According to this agreement Paratransit paid the full expense (less 30¢/trip fare) of the Paratransit-operated vehicle: vehicle and driver costs plus a percentage of insurance and maintenance. The driver, who had been a half-time employee, worked full-time between 7 AM and 5 PM. She kept the vehicle overnight at her own home.

*The Settlement owned two vans and one station wagon. The van turned over to Paratransit had been operated with revenue sharing funds which were cut off with the passage of California's Proposition 13. They continue to operate the second van to provide transportation and escort service to the frail elderly. The third vehicle is used only occasionally for youth programs.

In general, during an interview in July 1979, the director felt this service arrangement with Paratransit was very satisfactory. She indicated the following as the main advantages of this service agreement:

- 1) Increase in availability of service--all day rather than half-time,
- 2) Increase in volume of people served,
- 3) Provision of transportation by the proper agency.

The disadvantages she named were:

- 1) The cost to their clients--Stanford Settlement was previously providing rides for no cost whereas their clients were now charged 30¢/trip.
- 2) Having to give up their vehicle.
- 3) The scheduling confusion for some of their clients--they called Paratransit for some rides and Stanford Settlement for others.

The director described the real dollar value savings to her agency since Paratransit began operating their van as a matter of trade-offs, not of real savings:

- 1) Although their driver was now paid by Paratransit, Stanford Settlement was paying a new half-time driver to operate another van owned by the Settlement, to provide free daily rides to the nutrition program, and transportation services to clients who needed an escort.
- 2) The short-term savings in Paratransit's paying maintenance costs was offset by the vehicle's being used a lot more which meant faster depreciation.
- 3) Any real savings were probably in the area of insurance and general upkeep--repairs were being made by Paratransit that were not made before, thus the vehicle was generally in better shape.

The director provided these figures to substantiate her claim that her agency's agreement with Paratransit, Inc. led to an increase in the volume of people served.

Number of trips prior to Paratransit agreement:

January	222
February	238
March	246

Number of trips since Paratransit agreement:

June	215 + (Paratransit) 106 = 321
July	219 + (Paratransit) 134 = 353
August	191 + (Paratransit) 107 = 298

When the director was interviewed in March 1980, she was considerably less pleased with the service arrangement because her clients were not getting the proportion of rides they used to get. She was aware that the demand for rides exceeded what Paratransit could deliver, but felt her clients were being shortchanged on two counts:

1. Paratransit was using the vehicle to serve the whole north area whereas previously it had been limited to a more specific geographic area near the Settlement, and
- 2) Paratransit scheduled so many regular rides (i.e., work and school type trips) that there was not room to provide for the irregular trip requests made by the elderly.

From the perspective of the Paratransit, Inc. staff, problems began to develop once they took over the scheduling of the Settlement van. Previous to this agreement, the van had been run more as an escort service, and Settlement clients were used to immediate service. When it became apparent to Paratransit that on many days there was not enough demand from Settlement clients to keep the vehicle productive, the scheduler began to add riders outside of the service area. For example, if they could carry three or four people traveling in the same direction, rather than zig-zagging back and forth between Settlement clients, they would do so. This led to complications because the van might be outside the service area when Settlement clients requested service and they couldn't be accommodated as immediately as they had been accustomed to.

A new agreement was worked out effective January, 1980.* At that time, Paratransit, Inc. completely took over the Stanford Settlement van (on a lease basis) so that it is like any other vehicle in their fleet. The driver has become part of the Paratransit, Inc. staff and service is no longer regulated to a specific geographic area. Stanford Settlement clients are now on a par with any other clients requesting service and, although Paratransit, Inc. attempts to serve the Settlement clients as fully as possible, they are committed to overall productivity of their vehicles rather than special service to a specific area.

6.2.6 Area Agency on Aging

The Area Agency on Aging (AAA) is an umbrella agency that provides information, referral and counseling services to clients over 60 years of age for the purpose of promoting client independence. The agency has funds which it distributes to other agencies dealing with elderly clients.

In July, 1979 the AAA approached Paratransit, Inc. to work out an agreement whereby they (AAA) would lease three vehicles** to Paratransit who would in turn provide service to the elderly living in outlying communities near Sacramento who were not currently being served. Paratransit had, in fact, received requests for service from residents in these areas but had been unable to accommodate them. According to the agreement, the AAA would supply a portion of the operating cost, about 25%, for one of the vehicles; Paratransit would provide a driver and scheduling and the remainder of the operating costs. This

*Although, as noted above, the director was displeased with the service arrangement she did not consider breaking the arrangement and taking the vehicle back as the Settlement no longer had sufficient funds to operate this vehicle.

**The AAA had several vehicles which were not being used due to changes in funding and insufficient demand. One of the vehicles, for example, had been returned by an agency that could no longer afford to operate it.

vehicle began operation in the south part of Sacramento in January, 1980, and is housed with the Paratransit fleet. Ridership has been good and the operation is working smoothly. Service is provided mainly for casual trips except for service to one nutrition site, five days per week. The second vehicle is operated through an arrangement with another agency that serves the elderly (described in the next section), and the third vehicle serves as a back-up vehicle.

6.2.7 Serve Our Seniors

One of the vehicles turned over to Paratransit, Inc. by the Area Agency on Aging is being used to provide service to the elderly living in the north area of Sacramento, about 20 miles from the downtown, an area served by the agency Serve Our Seniors.

The arrangement between Serve Our Seniors (SOS) and Paratransit, Inc. is as follows: SOS hired and has full control over the driver; the vehicle is kept overnight at their agency except one night a week when it is brought into the center for routine maintenance. Paratransit, Inc. provides the operating expenses (including the driver's wages), scheduling, and does major repairs at their maintenance center. Gas is purchased locally, near the agency rather than at the maintenance center. The director of Serve Our Seniors insisted on this arrangement because she fears that if Paratransit, Inc. has complete control of operations they will eventually use this vehicle to operate in other areas and also serve handicapped riders as well as the elderly, which would eventually result in her clients (the local elderly population) being shortchanged. Paratransit, Inc. cites several problems with such an arrangement.

1. They must call the driver each day from their central office and give him/her the schedule. This can lead to errors not present where the driver is handed a written schedule. Moreover, because there is no face-to-face contact with the driver, some elements of communication will be reduced.

2. Because this vehicle is being kept at the agency (20 miles away) rather than at the central garage, no substitution is possible should the vehicle break down or the driver call in sick.
3. The start-up time was more lengthy because the agency insisted on hiring their own driver. Once hired he/she had to be trained and DMV checks made. At the time Paratransit, Inc. had an available trained driver.

Paratransit, Inc. could have dealt with the Area Agency on Aging directly concerning provision of this service and simply said to the Serve Our Seniors staff, "We're going to operate a bus out in your area." But the director of SOS is also a member of the Paratransit, Inc. Board of Directors, so politics are involved. At this point Paratransit, Inc.'s attitude is that the arrangement is still being tested. As of April 1980, approximately three months into the arrangement, it is working smoothly. Paratransit, Inc. is pleased with the driver, there have been no significant vehicle problems and ridership is fairly good and expanding.

During a phone interview in April, 1980, the director of Serve Our Seniors said that their agency is satisfied with the service. Twenty to thirty one-way trips are being provided per day; about half of these are regular trips to a nutrition site, about half are more occasional trips for medical visits and shopping. Their center has been responsible for registering people for service* and generally promoting the service in their area. The director felt this was appropriate as SOS already has visibility and credibility in the community. SOS still maintains their own transportation program using a station wagon to transport the frail elderly who need an escort and cannot use the Paratransit van. Registered clients are responsible for scheduling their own trips with Paratransit, and this has caused some problems with seniors who were used to dealing with SOS. Also, Para-

*Eligible persons are those 60 years and over who have transportation limitations.

transit does not guarantee that a particular trip will be provided until the day before the ride is scheduled.

Because this service is under the auspices of the Area Agency on Aging, no fee is charged of the clients.

6.2.8 Society for the Blind

One agency's informal arrangement with Paratransit is also of interest. The Society for the Blind provides an array of social and recreational services for the blind and use their vans to transport clients to a variety of programs. However, the Society has few wheelchair clients and thus it is not cost-effective for them to retrofit or purchase a vehicle with a lift to accommodate these few trips. The director of this agency said that Paratransit had literally saved their agency thousands of dollars by transporting their wheelchair clients. (There is no formal agreement between the Society for the Blind and Paratransit for this service; clients call Paratransit on their own to arrange for trips.)

6.3 ASSESSMENT OF COORDINATED/CONSOLIDATED TRANSPORTATION

In evaluating Paratransit's coordination/consolidation role, we must consider the degree to which their efforts have resulted in increased efficiency and effectiveness of service. Efficiency can be assessed by looking at the cost per trip delivered; effectiveness criteria must take into account any improvements in coverage, service reliability or safety. Table 6-1 gives data on the seven agencies described in the previous section relative to their transportation service before and after they contracted with Paratransit, Inc. The table shows that a major benefit to agencies has been increased service provision for their clients: three of the

TABLE 6-1.

BEFORE-AFTER COMPARISON OF AGENCY SERVICE AGREEMENTS

AGENCY	BEFORE PARATRANSIT AGREEMENT	AFTER PARATRANSIT AGREEMENT
Los Rios Community College District	Agency operated 2 vehicles for occasional field trips, emergency situations. Minor operating cost. Handicapped students of the district were responsible for their own transportation to and from class.	35-40 students regularly transported to and from classes. Cost to students is \$1.00 per round trip (unless sponsored by another agency). Cost to district-none, except for turnover of vehicles to Paratransit.
Alta California Regional Center	Disabled clients transported on regular basis at cost of \$65/mo./client, plus service from Regional Transit Careful Coach at 30¢/one-way trip (now 50¢/trip).	Alta pays Paratransit \$16/mo./client for clients transported on a regular basis, and continues to use previous providers as well as Paratransit. Clients are not charged for trips.
Camelia Center	Service provided by taxi company limousine comparable in price and coverage to that now provided by Paratransit. No charge to clients.	Average of 535 trips provided per month. Center pays \$9.57 per hour for Paratransit vehicle which is larger than taxi limousine and accommodates more shopping trips. No charge to clients.
Stanford Settlement	Agency operated own vehicle, paying all costs. Clients rode free. Approximately 235 trips/month provided to clients of Settlement.	Approximately 324 trips provided per month to Settlement and other clients. Cost to clients is 50¢/one-way trip. No cost to the agency except for turnover of vehicle to Paratransit.
St. Paul's Center	No previous service.	Approximately 720 one-way trips per month provided by taxi. Clients ride free.
Area Agency on Aging (south Sacramento area)	No previous service.	No actual data on number of trips provided-- assume 20-30 trips/day. Agency pays for 25% of operating costs. Clients ride free.
Area Agency on Aging - Serve Our Seniors	No previous service.	Same as agency above.

agencies had no transportation services prior to contracting with Paratransit, Inc.; one agency provided only occasional or emergency service; the number of monthly trips provided to one agency increased by 37%; one agency had a minor increase in shopping trips; and one agency had no before-after coverage figures to allow a comparison.

Conclusions as to cost savings are less definite. Cost per client for the Alta California Regional Center has been reduced by \$49.00 or 75%; however, Alta still contracts with the United Cerebral Palsy Association (at \$65.00/mo./client) for a portion of its clients' trips so it is unclear whether their contract with Paratransit constitutes a savings for "before" clients or is simply a more cost-effective way to transport new clients. Stanford Settlement now pays nothing for transportation but there is a cost to their clients who were previously transported free. There is undoubtedly a considerable savings to students of the Los Rios Community College District who, if they attended classes at all, were financing their own trips.* Camelia Center has realized no cost savings, and as described in a previous section, switched to Paratransit service for other than cost reasons. The total cost per trip in the case of Camelia City Center has actually increased (although not the cost for the Center); the hourly rate previously paid to the taxi company covered the full cost of service whereas the \$9.57 hourly rate charged by Paratransit does not cover the full cost of the trips provided. Three agencies were not previously providing service and cost comparisons are not possible.

The agreements worked out between Paratransit and these seven agencies have also introduced a new funding source for these agency clients. Social service agency dollars are shrinking at a time when dollars allocated for mass transit

*Some District students were previously carried by UCP and paid no fare.

are growing. This is particularly true in California where agencies are hard hit by the passage of Proposition 13 (which greatly reduced local revenues from property taxes) while at the same time revenues provided by the California Transportation Development Act (TDA), because they are generated by the general sales tax, are increasing (see section 4.1). Paratransit is using this TDA money to subsidize a large portion of the trips they provide to social service agency clients. These funds are not available to individual agencies so that agencies which owned a vehicle but lacked operating dollars (e.g., Los Rios, Stanford Settlement, Area Agency on Aging) could get the benefit of these operating dollars for their clients by turning their vehicles over to Paratransit. Thus one outcome of the formation of Paratransit, Inc. is that mass transit money generated by tax dollars can be used to fund client trips at the individual agency level.

6.4 FUTURE PLANS

Paratransit staff are rethinking their strategy regarding how practical it is to consolidate. They believe the key to efficient use of vehicles is not who owns or drives them but who schedules them. When an agency can operate its vehicles at less cost per hour than can Paratransit (due to the use of volunteer drivers, lower overhead costs, etc.) then they should continue to do so using only the expertise of Paratransit to schedule the rides. If the agency's costs are comparable to those of Paratransit, then they are a more likely candidate for consolidation. However, one limitation of Paratransit's own service has been their scheduling capability. Once the computerization of registration data is accomplished, Paratransit's capability to handle current trips and requests that were not previously accommodated will be enhanced (see discussion in Section 5.2). Once they can do this satisfactorily, they may be able to sell this capability to more agencies.

7. VEHICLE MAINTENANCE CENTER

In addition to providing door-to-door transportation for elderly and handicapped people, Paratransit, Inc. operates a vehicle maintenance center which specializes in the servicing and repair of paratransit vehicles operated by social service agencies in Sacramento. The goal of the center is to cut agency transportation costs through joint purchase of labor, parts, fuel and lubricants. Figure 7-1 shows this Paratransit service center.



FIGURE 7-1.

PARATRANSIT, INC. VEHICLE MAINTENANCE CENTER

7.1 BACKGROUND

A 1976 report by the Sacramento Regional Area Planning Commission (SRAPC) of paratransit operations in the Sacramento area identified the lack of operation and maintenance funding to be the major problem encountered by agencies that provided

client transportation services.¹ In preparing their transportation coordination demonstration project proposal to Caltrans, SRAPC staff further interviewed a number of these agencies. These interviews provided additional evidence that lack of funding (to support existing services at their current levels) continued to be a major concern. Analysis of operating and management data provided during these interviews showed that most agencies were committing better than 50% of their transportation budget to overhead cost, and, on the average, 35% of the overhead cost was for fuel/maintenance/insurance. Eighty percent (80%) of the agencies responding were purchasing gas and oil from local gas stations at the going pump prices. Because the cost of gas and oil has risen significantly in recent years, without an accompanying increase in funds allocated for transportation purposes, agencies were being forced to use funds which would normally be used for primary program services to maintain transportation programs. Ninety percent (90%) of the agencies also indicated that vehicle repairs were done by a local gas station or auto dealer, with agencies realizing no price reduction. The 25 vehicles used by these agencies to provide client transportation had an average age of 24.1 months, an average mileage of 26,580, were no longer covered by a new car warranty, and (with the exception of Regional Transit's six Careful Coach vehicles) none of the vehicles was designed to be used as a transit vehicle. Another common problem cited by the agencies interviewed by SRAPC staff was the high cost of insuring their vehicles: the average annual cost per vehicle was \$1,153, with a range of \$355 to \$2,683. Additionally, some agencies had difficulty finding a company willing to insure them at all.²

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- 1) Human Services Para-transit Operations in the Sacramento Region, Sacramento Regional Area Planning Commission, June, 1976, p. 24.
 - 2) All figures cited in this paragraph are taken from Transportation Coordination Demonstration Project, a Proposal for SB 283 Funding, Sacramento Regional Area Planning Commission, 1978, pp. 25-27.

Thus the coordination concept of joint purchasing was selected as one of four proposed demonstration activities because:

1. It was a relatively easy concept to understand and to implement,
2. It would address a problem of immediate concern,
3. It could be implemented in the first year,
4. It would produce immediate results,
5. It would build cooperative relationships, and
6. It would reduce management costs.¹

The specific objectives of this activity were to reduce costs of gas and oil by one-third, to reduce maintenance costs by one-third, and to reduce insurance costs by one-quarter.*

In addition to the joint purchasing concept, the SRAPC proposal to Caltrans outlined an operational coordination element. Caltrans agreed to fund the management element or joint purchasing part of the proposal.

On November 8, 1978, a contract between SRAPC and Caltrans was signed which stipulated that the project would be "to demonstrate that operating costs of paratransit providers can be lowered by establishing mechanisms for the joint purchase of gasoline and other normal expendable supplies, and unified preventative maintenance, safety inspections, and driver training." On the same day, SRAPC subcontracted for these services to be performed by Paratransit, Inc. This contract stipulated, in part, that "Paratransit, Inc. agrees to establish, operate and supervise a service center for purposes of providing gasoline, oil, routine maintenance and automotive parts: to participating organizations.

1) Ibid., p. 30.

* See Appendix A for detailed analysis by SRAPC staff which lead to these projections.

7.2 EARLY PLANNING AND OPERATIONS

On December 1, 1978, Paratransit signed a lease agreement with a private party for a service station located in downtown Sacramento. This facility was used by the City of Sacramento as a fueling station for City-owned vehicles until its own maintenance center (under construction) was completed. The station has two service bays, one hoist, one main fuel island with two gas pumps, and underground storage in two 10,000-gallon tanks for regular and unleaded fuel.

Paratransit signed a sublease with the City of Sacramento which would allow the City to share the station with Paratransit until March, 1979. According to the agreement the City would provide 24-hour staffing at the facility and continue to purchase gasoline for the station and bill Paratransit for gasoline used in Paratransit vehicles and those of participating agencies. The City also agreed to transfer equipment located at the service center to Paratransit at the end of the sublease agreement.

A manager for the maintenance center, a fully qualified mechanic, was hired on December 15, 1978. Small pieces of equipment were purchased (e.g., grease and lube guns); oil companies were approached about donating major pieces of equipment. The final draft of the maintenance contract for agencies participating in maintenance center activities was prepared. A promotional brochure describing the services offered by the center was prepared and mailed to agencies in the Sacramento area (see Figure 7-2).

When the maintenance center opened on January 24, 1979, one agency, Senior Health Day Care Center, had signed a maintenance contract. The center was then responsible for five vehicles: two Paratransit vehicles (on lease from Los Rios Community College District) and the three Day Care Center vehicles.

SAVES \$\$\$

Paratransit, Inc. specializes in door-to-door transportation for elderly and handicapped people in Sacramento County, but we also have a maintenance facility for paratransit vehicles.

Why should I join Paratransit, Inc.?

To save money. For the benefit of other non-profit human service agencies like yours, Paratransit, Inc. operates a vehicle maintenance center designed for specially equipped vehicles. In sharing maintenance, our goal is to save you money by cutting the cost of labor, parts, fuel, and lubricants used in the operation of your agency's transportation program.

What services are available to me as an operator?

How about these?

- Low cost fuel
- Reduced labor rate at \$15.00 per hour
- Professional mechanic as manager of the center
- Bulk purchase of materials, with the savings passed on to you
- Evening operating hours
- Maintenance center located conveniently at 30th and T Streets
- Flat monthly rate for a preventive maintenance program

How can I determine my monthly rate?

You can calculate your flat monthly rate with this formula:

$$\begin{array}{l} \text{Number of vehicles} \times \$0.02 \text{ per mile} \\ \times \text{Average vehicle mileage per month} \end{array} = \text{Flat Rate.}$$

What services will my vehicles receive as part of the preventive maintenance program?

Services included in the monthly rate include:

- Fueling and inspection
- Washing and cleaning exterior and interior
- Lubrication
- Oil and filter change
- Safety inspection
- Analyze ignition system
- Engine tune-up
- Wheelbearings repacked

For more information or a copy of our maintenance contract, please contact Bill Durant at 448-3415.

FIGURE 7-2. MAINTENANCE CENTER PROMOTIONAL BROCHURE

After two months of operation, maintenance contracts had been signed with eight additional agencies:

Collins Youth Adult Service Center (four vehicles)

Community Alcoholism Rehabilitation Effort, Inc. (one vehicle)

LULAC Elderly Service Agency (one vehicle)

Muscular Dystrophy Association (one vehicle)

Sacramento Community Council (one vehicle)

Sacramento Elderly Nutrition Program (four vehicles)

Stanford-Lathrop Memorial Home (seven vehicles)

Women's Civic Improvement Center (one vehicle)

The center was then servicing 25 vehicles and had added a second full-time mechanic to its staff.

During the second quarter (April-June, 1979) the maintenance program grew substantially. Service was provided to 18 agencies with a total of 70 vehicles. A full-time maintenance assistant was hired. Table 7-1 shows the revenues generated through the sale of parts, fuel, oil, repairs and preventative maintenance contracts for the first six months of operation. The figures show that the volume of business at the end of the second quarter compared to the first quarter was 2.5 times greater.

TABLE 7-1.

MAINTENANCE CENTER REVENUES

JANUARY - JUNE, 1979

	<u>January</u>	<u>February</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>
<u>Gasoline</u>						
Regular (gallons)	\$ 653	\$ 1784	\$ 1788	\$ 2527 4212	\$ 4005 5890	\$ 5198 7320
Unleaded (gallons)		\$ 332	\$ 525	\$ 349 563	\$ 3509 5013	\$ 2457 3365
<u>Oil</u> (quarts)		\$ 25	\$ 30	\$ 24 67	\$ 35 101	\$ 47 134
<u>Anti-Freeze</u> (gallons)		\$ 17	\$ 17	\$ 17 5	\$ 15 4	\$ 31 8
<u>Transmission</u> <u>Fluid</u> (quarts)			\$ 2	\$ 1 3	\$ 2 5	\$ 0
<u>Parts</u>		\$ 718	\$ 1255	\$ 724	\$ 2235	\$ 2399
<u>Repairs</u>	\$ 370	\$ 379	\$ 708	\$ 1200	\$ 1184	\$ 1452
<u>Monthly</u> <u>Service Fee</u>	\$ 312	\$ 689	\$ 765	\$ 742	\$ 982	\$ 1232
	<u>\$ 1955</u>	<u>\$4341</u>	<u>\$ 5089</u>	<u>\$ 5584</u>	<u>\$11,967</u>	<u>\$12,814</u>

7.3 PROBLEMS AND ACCOMMODATIONS

7.3.1 Lack of Agency Participation

In spite of the growth in maintenance center revenues over the first six months, Paratransit staff were aware that many agencies eligible for the services provided by the maintenance center were not participating. The going pump rate for gas was from 10-15¢ above that charged by the maintenance center. A survey of labor rates charged by commercial automotive repair shops in Sacramento County showed a range of \$18-35/hour with an average of \$27/hour. The center's labor charge was \$15/hour. Why, then, would eligible agencies not be availing themselves of such savings?



FIGURE 7-3.
MECHANICS AT WORK AT
THE PARATRANSIT, INC.
SERVICE CENTER

Investigation by the Paratransit staff showed that the primary reason for agency lack of participation was the cost of the maintenance program* and the lack of control agencies had in determining whether or when specific work would be done. (A full description of the maintenance agreement follows in the section on Service Description.) To encourage agencies to participate, the Board of Directors of Paratransit, Inc. approved a more limited agreement for fuel and safety inspection. Under the terms of this contract, agencies would be able to purchase fuel from the service center and would only be required to bring the contracted vehicles in for safety inspections every 3,500 miles. All other service and repair work would be performed only after authorization by the individual agencies. By July 1979, thirty new vehicles were involved in this program.

7.3.2 Communication Problems

As the center grew, problems of communication developed between agency and maintenance center personnel. In the beginning months, when only a few agencies were participating in the program, vehicle repairs could be made quickly. Usually with little or no prior notification an agency could drop off a vehicle and it would be repaired overnight. As more agencies entered the program, the center required longer lead times; however, mechanics at the center continued to promise delivery at a certain time to meet agency expectations when such a schedule was impossible to meet. This was not done as a purposeful misrepresentation but because of a genuine though unrealistic desire on the part of maintenance center staff to help the agencies maintain an uninterrupted program. Also, as the

* Agencies were charged a flat fee per month (based on mileage) for each vehicle in the maintenance program.

number of vehicles to be serviced increased, the center could not carry a large or diverse enough stock to service all the different types of vehicles. (For a list of the different types of vehicles serviced at the center, see Appendix B.) For these reasons agencies were required, on some occasions, to wait several days before their vehicles could be repaired. Mechanics at the center also complained that when drivers dropped off vehicles for repairs they were often inarticulate about what was wrong with the vehicle and, subsequently, when an item was not fixed, the drivers complained that service was inadequate. Moreover some agency vehicles should never have been accepted as part of a maintenance program: because of their deteriorated condition it was simply too costly to bring certain vehicles up to a good operating standard.

Because of these problems there was a concerted effort made to build more management discipline into the center's operations. In July a memorandum was sent to contracting agencies outlining new maintenance procedures which required that:

1. Agencies schedule all vehicle repairs in advance by contacting the maintenance manager.
2. The center complete a written work order on all vehicles delivered for repair documenting:
 - a) all work to be done,
 - b) estimated time of completion, and
 - c) estimated cost of all repairs not covered by the contract.
3. The center put dymotape mileage stickers on all vehicles' speedometer windows to indicate the next servicing interval, as provided for in the maintenance contract. Agencies were then responsible to schedule such appointments for maintenance work.
4. On those occasions when it was impossible to return a vehicle by the agreed-upon time, the center would contact the vehicle owner with as much advance notice as possible.
5. The center would post a flat-rate schedule for repairs and services of a recurring nature. (This would allow agencies to do comparative shopping.)

7.3.3 Gasoline Supply and Cost Increases

As described earlier, the maintenance center facility was originally subleased from the City of Sacramento in an agreement which allowed the City to share the station with Paratransit, Inc. The City continued to purchase gasoline for the station and bill Paratransit, Inc. for their share and also to provide 24-hour fuel staffing at the facility. This arrangement with the City ended in June, 1979 and as a result Paratransit had to arrange for their own gas supply and allocate staff time for pumping gas. To cover the cost of time expended in this activity effective August 1979, a 10% fueling fee (later changed to 7.5¢ per gallon) was added. At the same time, consistent with the goal that the center become a self-supporting operation, the labor rate was increased from \$15/hour to \$18/hour and a 15% surcharge was added on all parts and materials used. The 15% surcharge on parts was imposed because the diversity of the fleet serviced by the maintenance center makes it impossible to stock anything other than the most basic supplies and a substantial amount of time must be spent in locating parts.

To arrange for its own supply of gasoline, Paratransit applied to the federal Department of Energy and was given an allocation (through a local distributor assigned by DOE). This allocation, however, is only enough to cover the needs of their own vehicles, not those of the agencies that had contracted for service. The problem is that DOE has never had to deal with an organization like Paratransit, which asks for fuel allocation beyond that needed for its own vehicles. Paratransit is appealing this decision.

A second source of gasoline comes from the State of California hardship allocation program through which an agency is supposed to receive 100% of its certified gas needs. The problem here is that an agency must reapply every month for its allocation of gas and does not always receive the allocation it was promised, as gas

supplies vary depending on economic conditions. As a consequence, the center has run out of gas three or four times and has had to purchase gas from a retailer at the going street price. Also, when Paratransit can purchase gas in larger quantities they can get it as much as 10¢ per gallon less because the delivery is more efficient.

The staff describe the gas supply situation as an "on-going struggle" on which they have spent and continue to spend a great deal of time.

7.4 SERVICE DESCRIPTION

7.4.1 Number and Type of Vehicles Served

Agencies may contract with Paratransit, Inc. for two types of service: fueling and safety inspection of their vehicles or complete maintenance service of their vehicles. (A complete copy of the agreements for both these types of service is included in Appendix B.) The maintenance center will service any agency vehicle--e.g., pickup trucks used by Volunteers of America, vision testing vehicles of the Society for the Blind. The only exceptions are vehicles leased for individuals within the agency (e.g., for the director's use.) Table 7-2 shows



FIGURE 7-4.
MAINTENANCE CENTER SERVICE

TABLE 7-2.

1979-1980 MAINTENANCE CENTER CONTRACTS

Agency	Number of Vehicles	
	Fueling & Safety Inspection Contract	Maintenance Contract
LULAC Elderly Services Agency		1
Muscular Dystrophy Assoc.		1
Paratransit, Inc.		18
Re-Ed Center for Children	11	
Resources for Independent Living	1	
Sacramento Area Economic Opportunity Council	19	
Sacramento Children's Home	6	
Sacramento Concilio, Inc.		2
Sacramento Elderly Nutrition Program	3	7
Sacramento Indian Center	2	
Sacramento Medical Foundation Blood Bank	7	
Sacramento Society for the Blind		2
Sacramento Urban Indian Health Project	1	
Senior Health Day Care Center		3
Stanford Lathrop Memorial Home	3	7
Stanford Settlement	1	2
Tierra Del Oro Girl Scout Council	1	
United Christian Centers	7	
Volunteers of America	6	
Women's Civic Improvement Center	—	<u>1</u>
Total	68	44
Individuals*	<u>3</u>	—
Total Vehicles		115

*These individuals have vans provided by California State Department of Rehabilitation.

the agencies contracting with Paratransit, Inc. for services during 1979-1980, the type of contract each has, and the number of vehicles authorized for service. The table shows the maintenance center is now servicing 115 vehicles under contract to 20 agencies. In addition to the 20 agencies listed in the table, three individuals have their personal vehicles serviced at the Center. These are persons who have been provided with lift-equipped vehicles by the State Department of Rehabilitation.

7.4.2 Fueling and Safety Inspection Agreement

In the fueling and safety inspection agreement, gas and lubricants are provided to the agency at actual cost plus 7.5¢ per gallon for fueling. The agency is responsible for bringing in its vehicles for regular safety inspections every 3,500 miles and is charged \$18/hour for this service. Any repairs and services other than fueling and safety inspections require prior authorization by the agency and are billed at a rate of \$18/hour and actual cost plus 15% on all parts and materials used.* The agency is required to provide vehicle liability insurance for all vehicles receiving service.

The maintenance center keeps track of the amount of gas and/or lubricants purchased by means of a Vehicle Fueling Information Sheet (see Figure 7-5) which is kept for each agency. The license numbers of all vehicles authorized for fueling appear at the top of this sheet. Each time a purchase is made, the date, vehicle license number and amount of purchase is indicated on this sheet and signed by the driver. At the end of the month these charges plus charges for parts and labor are totaled and a bill sent to the agency. (See Figure 7-6.)

* Paratransit has wholesale purchasing arrangements with several local vendors which results in a 30-50% cost savings, depending on the part purchased.

AGENCY NAME:

SACRAMENTO ELDERLY NUTRITION PROGRAM

not on contract
but can get gas
(3 vehicles)

E622826
E654798
E622858

E701001
E726787
E726788

E726789
E726790

549.8 unrl
2 oil

DATE	DRIVER'S SIGNATURE	VEHICLE LICENSE NO.	GALLONS REGULAR GAS	GALLONS UNLEADED GAS	QTS OIL
11-1-79	Paul Whitney	726788		11.5	
11-1-79	Robert Hall	726790		17.0	
11-5-79	Ray Davis	726787		33.0	
11-5-79	Paul Whitney	726-789		12.4	
11-5-79		726790		14.5	
11-6-79	John a Toney	726779		30.8	
11-7-79	Robert Hall	726790		23.0	
11-8-79	Mark Henderson	726790		17.0	
11-8-79	Paul Whitney	726788		18.4	
11-9-79	Ray Davis	726787		20.7	
11-13-79	John c Toney	726779		27.5	
11-13-79	Paul Whitney	726788		13.7	
11-14-79	John a Toney	726790		24.0	
11-14-79	Ray Davis	726787		19.7	
11-16-79	Paul Whitney	726788		21.5	
11-19-79	Mark Henderson	726790		25.0	
11-19-79	Robert Hall	726789		27.0	
11-19-79	Paul Whitney	726788		8.3	1
11-19-79	Ray Davis	726787		25.7	1
11-21-79	Mark Henderson	726790		22.8	
11-21-79	Paul Whitney	72789		14.5	
11-21-79		726789		14.2	
				450.2	2

FIGURE 7-5.

Statement

Invoice #227

Date December 27, 1979

To Sacramento Children's Home
 2750 Sutterville Road
 Sacramento, CA 95820

Please detach and return upper portion
 with your remittance. \$ _____

Date	Charges and Credits	Balance
Nov. 1979	Prior Balance Paid on Account Adjustments Current Balance	\$ 417.62 (420.62) 3.00 \$ -0-
	November, 1979, Charges:	
	311.6 gallons unleaded gasoline at 95¢ per gallon	\$ 296.02
	Service Fee - fuel: 7.5¢ per gallon	22.20
	6 quarts oil at 80¢ per quart	4.80
	15% Service Fee - lubricants	.72
	Tax - fuels/lubricants	19.42
	Parts	94.04
	15% Service Fee - parts	14.11
	Tax - parts	6.49
	Labor	90.00
	TOTAL FOR NOVEMBER, 1979	\$ 547.80

Wilson Jones

Your Check is Your Receipt

FIGURE 7-6.

VEHICLE FUELING AND INSPECTION INVOICE

7.4.3 Maintenance Agreement

Through a more comprehensive agreement with agencies the maintenance center provides complete automotive maintenance services defined as a "systematic program of service and repairs of...vehicles pursuant to a predetermined schedule as to types of service and repair..."

These services and their mileage interval are as follows:

<u>Service</u>	<u>Interval</u>
1. Fueling and Inspection	"Constant With Demand"
2. Wash Vehicle Exterior	1,000 miles
3. Clean Vehicle Exterior	1,000 miles
4. Lubricate	3,500 miles
5. Change Engine Oil and Filter	3,500 miles
6. Safety Inspection	3,500 miles
7. Analyze Ignition System	3,500 miles
8. Tune-Up Engine	7,000 miles
9. Repack Wheelbearings	7,000 miles

Dymotape mileage stickers are placed on all speedometer windows to indicate the next servicing interval. Agencies are then responsible for scheduling such appointments.

Agencies pay for gas and oil at actual cost plus a 7.5¢ per gallon fueling charge and pay a flat rate per month for maintenance service calculated as follows:

of Vehicles x \$.023 per mile x average monthly vehicle mileage

Thus an agency with one vehicle that averages 1,000 miles per month would pay \$23.00. Repairs other than the services listed above must be authorized by the agency and are billed at a rate of \$18/hour and actual cost plus 15% on all parts and materials used. The agency is required to provide liability insurance for all its vehicles in the maintenance program.

When an agency vehicle is brought in for service, a work order is filled out in triplicate, and at the time the vehicle is picked up, the driver is given a copy. At the end of the month when the agency is billed, duplicate copies of any work orders are attached. If the service performed was as part of the maintenance service agreement, the work order indicates no charge for the service; if it was for a repair not listed in the agreement (e.g., brake system overhaul) the agency is billed at the rate previously described.

7.4.4 Service Costs

Tables 7-3 and 7-4 show the services billed to two agencies over a five month period. The Sacramento Children's Home, shown in Table 7-3, is a non-profit residential treatment center for emotionally disturbed children. The Home owns six vehicles--five station wagons and one pickup truck--which they use mainly to transport students to school and recreational activities. They have a fueling and vehicle safety inspection agreement with the center for all six vehicles. The table shows how they spend an average of \$437 a month to run their six vehicles at an average cost of \$73 per vehicle. If costs for fuel and lubricants are subtracted, the average cost per month for vehicle repairs is \$152 a month or \$25 per vehicle. (These figures assume that the Home is purchasing all their fuel and services at the maintenance center.)

TABLE 7-3.

SACRAMENTO CHILDREN'S HOME
FUELING & VEHICLE SAFETY INSPECTION SERVICES

	AUGUST	SEPT.	OCT.	NOV.	DEC.
Fuel	\$217.82	\$220.57	\$290.99	\$296.02	\$194.82
Service Fee, fuel ^a	21.78	20.27 ^b	25.64 ^b	23.37	14.91
Lubricants	1.50	1.50	---	4.80	2.40
Service fee, ^a lubricants	.15	.15	---	.72	.36
Parts	77.67	42.24	57.16	94.04	94.60
Service fee, parts @15%	11.65	6.34	8.57	14.11	14.19
Labor	53.09	54.00	14.40	90.00	98.40
Tax (fuel,lub,parts)	19.14	16.39	20.86	25.98	21.95
TOTAL	\$402.80	\$361.46	\$417.62	\$549.04	\$441.63

^aService fee was 10% for August-October; 7.5¢ per gallon for November and December.

^bService fee slightly less than 10%: when the maintenance center runs out of a particular type of gas (e.g., unleaded) drivers are sent to other commercial stations and billed for the gas but not for the 10% service fee.

The Sacramento Elderly Nutrition Program (SENP), shown in Table 7-4, provides transportation for elderly persons to designated meal sites and also delivers hot meals to elderly persons who are unable to leave their homes. Five of their vehicles are under a maintenance contract with Paratransit, Inc. The average monthly service fee for each of these vehicles is \$22. The Programs spends an average of \$818 a month to run their five vehicles at an average cost of \$164 per vehicle. If costs for fuel and lubricants are subtracted, the average cost for vehicle repairs is \$60 a month or \$12 per vehicle.

TABLE 7-4.
SACRAMENTO ELDERLY NUTRITION PROGRAM
PREVENTATIVE MAINTENANCE SERVICES

	AUGUST	SEPT.	OCT.	NOV.	DEC.
Mo. Service Fee (5 vehicles)	\$110.94	\$110.94	\$110.94	\$110.94	\$110.94
Fuel	563.68	444.19	586.25	522.31	678.31
Service Fee, fuel ^a	56.37	44.42	58.63	41.24	52.01
Lubricants	---	.75		1.60	2.40
Service fee, lubri. ^a	---	.07		.24	.36
Parts	25.14	29.67	34.44	.75	
Service fee, parts @ 15%	3.77	4.45	5.19	.11	
Labor	57.64	9.00	112.00		12.60
Tax (fuel, lub, parts)	38.71	31.43	41.05	33.97	43.98
TOTAL	\$856.25	\$674.92	\$948.50	\$711.16	\$900.60

^aService fee was 10% for August-October; 7.5¢ per gallon for November and December.

It should be stressed that for both of these agencies, averages given are only for the five month period shown and cannot be considered overall cost averages for the year or years these agencies have been under contract with Paratransit, Inc. Although fuel consumption may be relatively stable, vehicle repairs can fluctuate considerably from month to month. For example, during the month of April, 1979, SENP was charged \$195 for parts and \$241.50 for labor, figures considerably above those shown for any month in Table 7-4. Table 7-5 gives a breakdown of the \$241.50 labor charges for April, 1979. These charges are for repairs not covered by the monthly service fee and are billed at \$18/hour.

TABLE 7-5.

SACRAMENTO ELDERLY NUTRITION PROGRAM
 MAINTENANCE CENTER LABOR CHARGES, APRIL 1979

Transmission service	\$22.50
Repair door latch	7.50
Install muffler clamp	2.50
Remove and repair radiator	57.50
Replace rear brakes	22.50
Repair on stuck door	9.50
Repair front disk brakes	37.50
Repair front & rear brakes	<u>82.00</u>
TOTAL	\$241.50

7.5 INSURANCE REDUCTION

One of the expected benefits to be derived from the coordination concept of joint purchasing was a 25% reduction in agency vehicle insurance costs per year. The most common insurance problems mentioned by agencies* were the cost to insure their vehicles and the difficulty in finding a company willing to insure them at all. The SRAPC study of June 1976¹ states that "There is a growing reluctance on the part of insurance companies to insure social service agencies who have a single-year funding and provide services to groups with special needs."

*In Caltrans insurance survey of nonprofit agencies who operate transportation programs (January, 1977).

¹) Human Services Paratransit Operations in the Sacramento Region, Sacramento Regional Area Planning Commission, June, 1976.

As part of their maintenance center survey (see Appendix C) sent to all contracting agencies, Paratransit asked agencies if their participation in the maintenance program had reduced their insurance cost. All of the eleven agencies responding to the survey indicated they had received no reduction of their insurance premium as a result of their participation.

Effective October, 1979 Paratransit, Inc. obtained a new reduced-rate insurance package covering its own vehicles at an average cost of \$1,348/vehicle/year. This represents a savings of \$600 per vehicle over the previous cost of \$1,954/vehicle/year. The main asset of the package, however, is that liability payments are increased to one million compared to the previous limit of \$300,000.

Insurance premiums were reduced, in part, because the previous deductible of \$100 was increased to \$500. This indicates that if agencies are willing to assume a larger risk by raising their deductible to \$500, their insurance rates will be lowered. This higher deductible could be covered by setting aside a portion of the savings realized from reduced insurance premiums.

This same reduced-rate coverage will be available to other social service agencies if they meet four conditions:

1. The agencies must participate in Paratransit's maintenance programs.
2. Vehicle drivers must take part in Paratransit's driver training program.*
3. The agency must roughly adhere to the same hiring standards as those adopted by Paratransit.
4. Quarterly Department of Motor Vehicles checks are made on all drivers (both paid and volunteer), and a policy is adopted whereby drivers involved in job-related accidents or who receive three moving violations (on or off the job) would be terminated.

*The training program involves a) the National Safety Council defensive driving course, b) special instruction in wheelchair handling techniques, c) complete first aid training, d) training in cardio-pulmonary resuscitation (CPR), and e) inservice training with experienced handicapped service drivers.

Paratransit is currently developing a training and safety program which will be offered to outside agencies who may want to participate in this insurance package. The staff hopes to implement this program by July 1980.

7.6 AGENCY ASSESSMENT OF SERVICE

As Table 7-2 shows, approximately 20 agencies have contracted with Paratransit, Inc. for some form of regular vehicle service. We conducted a survey of 13 of these agencies in order to gain their perceptions of the service provided; nine agencies were contacted by phone, four were visited at their Sacramento location. Each agency was asked to evaluate the service received and whether they had experienced any cost savings as a result of their contract. These responses are summarized in Table 7-6.* Overall, most agencies (3/4) are pleased with the service because:

1. It saves them money,
2. It saves them time - hours previously devoted to book-keeping or shopping around to get the best repair service can now be used to provide other services, and
3. It provides a sense of security - they have a guaranteed fuel allocation during times of restricted supply and the confidence that their vehicles on the road are safe.

Dissatisfaction with the service stems from:

1. The Center's operating hours (2-9 PM) - Many agencies would like fueling service during morning hours,
2. The long turn-around time in getting vehicles repaired, and
3. Repairs asked for which are not done or improperly done.

* Additionally, Paratransit staff sent questionnaires to 17 agencies in June 1979, asking them to evaluate the maintenance center. A full summary of this questionnaire is included in Appendix C.

TABLE 7-6.

AGENCY APPRAISAL OF FUELING/MAINTENANCE SERVICE

Agency	Contract	# Vehicles	Service Appraisal
Sacramento Indian Center, Inc. Contact: Procurement Officer	FS (1)	2	<ul style="list-style-type: none"> ● Provides services and fuel at considerable savings estimated to be \$100/month, which allows agency to use money elsewhere for other services. ● As gas becomes increasingly harder to obtain, fuel contract with Paratransit, Inc. provides security. ● Satisfied with repair work.
Muscular Dystrophy Assoc. Contact: District Director and Patient Services Coordinator	PM (2)	1	<ul style="list-style-type: none"> ● Provides savings on gas and repairs. Because all repairs done by Paratransit, Inc. also saves staff time previously devoted to shopping around to get best estimate. ● Center conveniently located. ● Would like Center to be open during morning hours.
Sacramento Society for the Blind Contact: Director	PM	2	<ul style="list-style-type: none"> ● Now in second year with Paratransit, Inc. and are "more than satisfied." ● Saves many hours of administrative time and provides security of knowing vehicles on the road are safe. ● High praise for staff: "We tell them the problem; they solve it."
Volunteers of America Contact: Director	FS	6	<ul style="list-style-type: none"> ● Feels service is cost-effective because fuel and repair charge is under regular commercial rate. Difficult to make before-after cost comparisons due to inflation factor. ● Have had problems in terms of vehicle down time for repairs, but this has improved since Center personnel change in September or October, 1979.

(1) Fueling and Safety Inspection Contract

(2) Prevention Maintenance Contract

TABLE 7-6(cont.)

AGENCY APPRAISAL OF FUELING/MAINTENANCE SERVICE

Agency	Contract	# Vehicles	Service Appraisal
Sacramento Medical Foundation Blood Bank Contact: Finance Manager	FS	3	<ul style="list-style-type: none"> ● Fairly satisfied with service--little slow getting repairs done. ● Some gas savings; labor is considerably less so overall savings to agency.
Stanford-Lathrop Memorial Home (Long term residential care home for emotionally disturbed teenagers) Contact: Director of Business Services	PM	6	<ul style="list-style-type: none"> ● Early problems with service manager--better since he was replaced. ● Good quality of work but problem with turn around time (2-3 days) because center is understaffed, and must be explicit in terms of work to be done. ● Direct cost savings--major overhaul to one van appraised elsewhere at \$2,000--Center did it for \$600. ● Biggest advantage--can request that a vehicle be checked out at any time and will do so. ● Would like Center to be open during morning hours.
Resources for Independent Living	FS	1	<ul style="list-style-type: none"> ● Like the service but some inconvenience because of schedule--would like morning service. ● Consolidated billing is helpful and cost comes out a little cheaper.
Sacramento Elderly Nutrition Program Contact: Transportation Coordinator	PM	5	<ul style="list-style-type: none"> ● Generally pleased with service and have realized cost savings, more accurate record keeping, and increase in vehicle time for program use. ● Problems include promises of repairs not done, minor items overlooked, the need to double-check work done by maintenance staff. ● (See further discussion in text.)

TABLE 7-6(cont.)

AGENCY APPRAISAL OF FUELING/MAINTENANCE SERVICE

Agency	Contract	# Vehicles	Service Appraisal
<p>Sacramento Children's Home Contact: Program Coordinator</p>	<p>FS</p>	<p>6</p>	<ul style="list-style-type: none"> ● Have realized a direct savings on the cost of fuel, labor, and parts and have found repair and safety inspection services satisfactory. ● Have also realized savings in accountant's time because of consolidated billing. ● Fueling service hours are inconvenient; would like Center to be open during the morning. (See further discussion in text.)
<p>Re-Ed West Center for Children (Private school for children with learning handicaps who cannot attend public school.) Contact: Business Manager Maintenance Manager</p>	<p>FS</p>	<p>11</p>	<ul style="list-style-type: none"> ● Cancelled contract October, 1979 when fueling fee of 7.5¢ per gallon added to gas price. Cost savings were minimal. Figuring the cost of driving to and from the Center's downtown location (10 miles from Re-Ed West) simply not a cost-effective service. Also dissatisfied with limited service hours. ● No complaints with service performed, just no longer economically feasible to use Paratransit.
<p>United Cerebral Palsy</p>	<p>PM, then FS</p>	<p>4</p>	<ul style="list-style-type: none"> ● Dissatisfied with preventative maintenance services: maintenance costs increased, repairs asked for were not done, constant errors in billing, poor communication between maintenance staff and drivers. ● Cancelled PM contract February, 1980, switched to FS contract; this was cancelled by Paratransit, Inc. March, 1980. ● (See further discussion in text)

TABLE 7-6(cont.)

AGENCY APPRAISAL OF FUELING/MAINTENANCE SERVICE

Agency	Contract	# Vehicles	Service Appraisal
Stanford Settlement (Neighborhood social service center for low income persons.) Contact: Director	PM FS	1 2	<ul style="list-style-type: none"> ● Overall not satisfied with service. Vehicles sent out for repair would sit at Center for a week and be returned without the proper repairs. ● Center is inconveniently located (20 miles from the agency). If vehicle sent in for repair had to send second vehicle along to give driver ride back to agency. This problem cut into any savings realized in repair work. ● Cancelled PM contract late 1979. Now on FS contract (except for vehicle leased to Paratransit, Inc.). Now have repair work done at local gas station, ½ block from agency, at labor rate of \$20/hour.
United Christian Center Contact: Executive Director	FS	7	<ul style="list-style-type: none"> ● Cost savings is main advantage of service. ● Some repairs must be repeated and have encountered long delays. Some requests not fully completed. ● Quality of work is fair to good and improving. Plan to renew contract.

Three of the agencies included in Table 7-6 were interviewed at length; a more thorough discussion of their evaluation of maintenance services is presented below.

The Sacramento Children's Home has six vehicles in the fueling and vehicle safety inspection program. During an interview in July, 1979 their Program Coordinator said that their motivations for joining the Paratransit program were the potential cost savings and increased convenience. He expressed the following appraisal of the service:

1. They have found the repair and safety inspection service satisfactory;
2. They feel they have realized a direct savings on the cost of fuel, labor and parts;
3. They have also realized a savings in their accountant's time because with Paratransit, Inc. all their vehicle costs are now consolidated into one bill each month;
4. They have had no change in their insurance rates resulting from joining the Paratransit, Inc. program; and
5. Their one point of dissatisfaction is that fueling service hours are not always convenient for them, but they recognized and accept Paratransit's need to limit their hours.

The Sacramento Elderly Nutrition Program had five vehicles in the maintenance program*. During an interview in July 1979, their Transportation Coordinator offered the following appraisal of the advantages and disadvantages he sees in his organization's contract with Paratransit, Inc.

*As of January 1980, SENP has seven vehicles under contract in the maintenance program.

Advantages

- Cost savings (discussed further in section 7.8)
- Accurate record keeping -- the documentation of regular service checks on his vehicles is "the big advantage" for him.
- Increase in time vehicle is available for program use -- because Paratransit does maintenance work at night the vehicles can be used more during the day: about 25-30 more people are going shopping now.
- Paratransit cleans and washes inside the vehicles.
- Paratransit's "different consciousness" about their maintenance service -- they are aware of the importance of safety for the agency programs. The Paratransit staff also helps the agency with advice about insurance savings, tax breaks, etc.

Disadvantages

- Quality of maintenance service -- the agency has had to double-check work done by Paratransit and has often found problems. The maintenance people overlook things, e.g., he discovered some brake work that needed to be done that Paratransit did not find. The main problem was the resulting loss of confidence in Paratransit among his drivers. He has had to work to convince them that Paratransit is becoming more conscientious.
- Lack of communication from maintenance staff -- work is promised that is not done and the agency is not told that it hasn't been done.

Overall, the Coordinator is "generally pleased" with the service. Many of the vehicle problems occurred with some older vehicles which the agency has since decided to sell.

The United Cerebral Palsy Association (UCP) was one of the agencies that helped to form Paratransit, Inc. and according to their staff had been one of Paratransit's most vocal supporters.

Until February 1980, when they cancelled their contract, they had four vehicles in the maintenance program. According to UCP's Program Services Coordinator, their dissatisfaction with the service stems from the following problems:

- Repair costs more than doubled compared to the previous year when they were not in the maintenance program.
- Repairs asked for were often not accomplished, or repairs were done on the wrong van.
- Maintenance center staff would not listen to UCP drivers' assertions about problems with vehicles.
- UCP had to cancel service to their clients because of inoperative vehicles -- something "we had never had to do."
- They were paying a flat rate for maintenance service but constantly being charged for small items which necessitated their time to straighten out bills each month.

It should be noted that during this contract period UCP negotiated with Paratransit, Inc. to provide UCP students with transportation service to a new program center. According to UCP they were promised service, were counting on it, and were left in a real bind when shortly before opening day Paratransit, Inc. said they would be unable to provide service. According to Paratransit, Inc. staff, they would have supplied the service but UCP did not provide them with the necessary information to set up a route. This misunderstanding over maintenance service contributed to UCP's overall dissatisfaction. Because of these problems and a review of their maintenance costs over the past two years (discussed further in Section 7.8), UCP decided they could get better service on the open market and cancelled their maintenance contract.*

*They agreed to continue on a fueling contract; this contract was cancelled by Paratransit, Inc. March 9, 1980. The reason for this cancellation was "the difficulty faced by Paratransit, Inc. in obtaining gasoline supplies for various agencies which is only justified in cases where those agencies also purchase maintenance services from our organization." (From Paratransit, Inc. letter to UCP, March 3, 1980). It should be noted that Paratransit, Inc. did not cancel all fueling contracts of agencies not purchasing maintenance services.

7.7 PARATRANSIT, INC. APPRAISAL OF AGENCY CONTRACTS

Paratransit, Inc. staff list three major problems encountered in their dealings with agency personnel. First is the dual standard by which some agencies evaluate the service provided by the maintenance program and similar services provided by commercial repair shops. They view Paratransit, Inc. as a "sister" non-profit agency, which should not have to charge as much for services provided and should not insist on business-like procedures, e.g., scheduling repair work in advance, although these same agencies are willing to accept such procedures when they are imposed by commercial shops. This attitude is not widespread among participating agencies, but the fact that it does exist causes the maintenance staff to spend an excessive amount of time dealing with the complaints of these agencies.

Second, because social service agencies operate on limited funding, regular maintenance of their vehicles has rarely been performed; the result is that overall the vehicles in the maintenance program are in marginal condition. Nonetheless, the fact that an agency has signed up for a maintenance program causes them to have expectations far in excess of what Paratransit, Inc. can accomplish. According to the maintenance staff, many agencies "expect miracles."

Third, because transportation is usually seen as a support program by agency personnel, it is difficult to find any one person within an agency who is sufficiently concerned about agency vehicles or responsible for keeping track of the vehicles. In most cases the contact person for maintenance staff is an agency bookkeeper who knows little of anything about the condition or needs of agency vehicles except what they cost to maintain. This creates communication problems between Paratransit staff and contracting agencies. For example, correspondence regarding scheduling and fueling procedures, operating hours, etc. is sent to a financial officer who fails to communicate these procedures to the staff who actually operate the vehicles. This causes unnecessary problems between drivers and maintenance staff. As the program continues, Paratransit staff expect this situation to improve.

7.8 COST EFFECTIVENESS OF THE SERVICE

One of the objectives of the original transportation coordination proposal was to reduce an agency's cost of gas, oil and maintenance by one-third through joint purchasing. This section compares fuel and labor costs charged by commercial stations and garages with those charged by the maintenance center, and analyzes total costs to four agencies before and after they contracted for service with Paratransit, Inc. This analysis shows:

- Gas is somewhat less expensive at the maintenance center.
- The center's labor rate is considerably below the average commercial rate. The degree of savings to a particular agency depends on the previous labor rate and the amount of vehicle repair work being done at the center.
- Total costs are down for some agencies and up for others.

Table 7-7 shows fuel cost comparisons based on average retail prices being charged at self-service stations in the Sacramento area. These figures were compiled by the California State Automobile Association (Sacramento office).

TABLE 7-7.
FUEL COST COMPARISON

	Price per Gallon		Savings per Gallon
	Paratransit, Inc.	Retail Self- Service Station	
February 1979			
Regular	.60	.699	.099
Unleaded	.62	.746	.126
January 1980			
Regular	1.13*	1.16	.03
Unleaded	1.18*	1.21	.03

*Includes fueling fee of 7.5¢/gallon

The actual reduction achieved through this joint purchase activity is 2.6%. The original objective was to reduce gasoline costs by one-third and was based on a belief that the nonprofit status of participating agencies would eliminate payment of federal and state gas taxes. However, to date only three agencies (including Paratransit, Inc.) are eligible for and have applied for tax rebates. This situation should change with the implementation of the Social Service Transportation Improvement Act of 1979 (California Assembly Bill 120) which allows agencies participating in coordinating activities to avoid paying six cents of the seven cent state gas tax. The elimination of this tax, which is not likely to be realized for another year, would produce a cost reduction of 8%, based on the January 1980 retail price. The percentage reduction would be considerably less if gas prices rise sharply during the coming year. Thus, it does not appear that a one-third reduction in gasoline costs is an obtainable objective.

The most significant cost incurred by an agency in maintaining its vehicle(s) is the labor cost. Paratransit, Inc. staff conducted a survey of the ten most common commercial maintenance shops in Sacramento to determine their labor rates. These results are shown in Table 7-8.

TABLE 7-8.
LABOR RATE COMPARISON

Vendor	July 23, 1979	January 28, 1980
Downtown Ford	\$35.00	\$38.00
Senator Ford*	28.00	28.00
Vandenberg Motors	29.75	31.00
Good Chevrolet*	28.95	31.95
F.B. Hart*	31.00	31.00
Angies Auto Repair (2 person shop)	25.00	25.00
Arden Town Mobil	28.00	30.00
Herman's Garage (1 person shop)	20.00	20.00
Florin-Parkway Chevron	25.00	25.00
John Ellis & Son Auto Repair	30.00	30.00
Average	\$28.00	\$29.00
Paratransit, Inc.	\$15.00	\$18.00

*Commercial/Fleet rate

The figures show that during its first six months of operation, maintenance center rates were 46% lower than the overall average of the commercial shops, and during the latter six months, when the Paratransit, Inc. rate was raised to \$18, the center was operating at a rate 38% below the commercial shops. Individual agencies who had patronized the less expensive shops would, of course, realize lesser savings, but overall these savings go beyond the original objective of reducing maintenance costs by one-third. Reduction in the cost of parts was also included in the original maintenance objective but is not calculated in the percentage reduction discussed above. Paratransit, Inc. does have wholesale purchasing arrangements with several local vendors which reduces the cost by 30-50% depending on the part. The cost to an agency is then the wholesale price plus the 15% surcharge.

Ten of the agencies shown above in Table 7-6 said that the service they received at the maintenance center was more cost effective than their previous arrangement; three said it was not and as a result cancelled their service contract with the center. However, most of these appraisals were of a qualitative nature: only two agencies were actually able to document their cost comparison, that is, were able to give figures comparing service costs incurred before and after their contract with Paratransit, Inc.

There are several reasons why such comparative data are difficult to obtain. First, there is no tangible return to an agency for providing such data, the gathering of which means allocation of already scarce staff time. Second, transportation services are usually provided as a support to the agency's primary function and there is no funding requirement to maintain records on the extent of service provided and the costs incurred. Third, an agency often relies on several funding sources with different people in charge of various sources. This complicates the process of attempting to pull together cost figures. Finally, most agencies have not previously been involved in any sort of maintenance

program and frequently have no idea what their maintenance costs were. In spite of these problems, some cost comparisons can be made based on data supplied by several agencies.

Two of the agencies surveyed in the maintenance center appraisal and previously cited in Table 7-6, were able to provide before and after cost data. The Sacramento Elderly Nutrition Program had five vehicles in the maintenance program at the time they were interviewed (July 1979). Their Transportation Coordinator said that for the January-May period before using Paratransit they spent \$1021 for vehicle maintenance; the following January-May with Paratransit they spent \$886--thus their cost savings was \$135 or \$27 per month.

He also had done some cost comparisons and found there was a cost savings on parts through Paratransit. He expressed concern about Paratransit's planned surcharge on parts and fuel; he would look for another alternative if the margin of savings decreased significantly. However, by March 1980 the Elderly Nutrition Program had increased their number of vehicles in the maintenance program to seven, which indicates that their margin of savings has not decreased.

The United Cerebral Palsy Association (UCP) had four vehicles in the Paratransit maintenance program from May 1979 through February 1980. Because UCP receives some funds for client transportation services from the State of California they must submit an annual rate review to the Department of Developmental Services. Portions of this review are presented on the next page.

<u>Costs</u>	<u>Pre Paratransit Contract (April 78-March 79)</u>		<u>During Paratransit Contract (April 79-March 80)*</u>	
	<u>Cost for 2 vans</u>	<u>Cost/van</u>	<u>Cost for 4 vans</u>	<u>Cost/van</u>
Gas and oil	\$5,287	\$2,643	\$7,923	\$1,981
Repair & maintenance	<u>780</u>	390	<u>4,343</u>	1,086
TOTAL	\$6,067		\$12,266	

*The second period covers 12 months whereas UCP's maintenance contract was for 10 months. According to Paratransit, Inc. records, maintenance center charges billed to UCP during that time totaled \$10,291. Both totals (10 month and 12 month) indicate an average maintenance cost of approximately \$1,000 per month.

The figures shown above indicate that UCP realized savings in the cost of fuel (particularly when one considers the rise in gas prices over this time period) but paid more than twice as much for maintenance services. It is possible that Paratransit was servicing these vehicles more than was previously the case. For example, as part of the maintenance contract the exterior and interior of the vehicles are cleaned every 1000 miles. The increased cost, however, cannot be attributed to the performance of long overdue repairs as three of the vehicles under contract were almost new (purchased in early 1979). Between April 1978 and February 1980 the producer price index rose by 20.5%* and would account for some cost increase, but this rise is not enough to account for a more than doubling of costs.

Before and after cost comparisons for two other agencies are shown on the next page and are based on figures compiled by Paratransit, Inc. and the Sacramento Regional Area Planning Commission staff.**

*U.S. Department of Labor, U.S. city average.

**Draft evaluation report to Caltrans, March 1980.

	<u>Sac. Area Economic Opportunity Council</u>		<u>Senior Health Day Care</u>	
	<u>Before Contract</u>	<u>After Contract</u>	<u>Before Contract</u>	<u>After Contract</u>
Number of Vehicles		19		3
Sample Data	10/78-9/79 (12 mos.)	10/79-1/80 (4 mos.)	Dec 1978	Dec 1979
<u>Operating Costs</u>				
Fuel	\$15,194	\$5,983	\$399	\$626
Parts & repairs	1,096	4,826	1,511	420
TOTAL	16,289 or 1,375/mo.	10,809 or 2,702/mo.	1,910	1,046

The data show that maintenance costs for the Sacramento Area Economic Opportunity Council (SAEOC) rose substantially and illustrate the point that, for many agencies, their initial entry into a maintenance program may cause their costs to increase rather than decrease. A large portion of SAEOC's increased costs was the result of an aging fleet and the decision to remedy long-neglected problems. In one month (January 1980) Paratransit, Inc. records shows that SAEOC had major transmission, drive train, and brake work done on three vehicles, and four vehicles were brought in for routine servicing, tune-ups, oil changes, and assorted minor repairs, e.g., brake adjustments and carburetor work.

The data provided by Senior Health Day Care are for one month only and make any reasonable comparison difficult. The big increase in fuel cost is partially attributable to soaring gas prices but more likely reflects increased vehicle use. The approximately \$1100 drop in maintenance costs cannot be taken as an average savings; more than likely in December 1978 some major repairs were accomplished.

It is difficult to come to a definite conclusion regarding the cost effectiveness of the maintenance center based on the data presented in this section. It is clear that there is a small savings for gas purchase based on the going pump rate. However, if an agency is using its vehicles more and thus consuming more gas, before-after comparisons will show an increase in fuel costs even though the per gallon cost has decreased. Labor costs are influenced in a similar fashion: increased vehicle usage may contribute to increased vehicle repair costs, even though the labor rate charged is considerably less costly. Also agency vehicles tend to wear out quickly due to the nature of their use (high number of miles driven, in-city rather than highway use, much opening and closing of doors, etc.), and any comparison of maintenance costs must take into account the age and condition of the vehicle.

Overall, three-fourths (10) of the agencies interviewed regarding their assessment of maintenance center services say they are saving money by contracting with Paratransit. Only one of these agencies was able to document this savings. Three agencies no longer believe the service is cost-effective and have cancelled their maintenance contracts. Only one of these agencies provided data to document this claim. The figures provided by the agencies interviewed by SRAPC and Paratransit staff show that for one agency total maintenance costs have gone up, for the other the costs have gone down.

7.9 SELF SUFFICIENCY OF MAINTENANCE CENTER

The maintenance center has not as yet reached the point where it is a self supporting operation. Table 7-9 gives budgeted and

actual monthly revenues and expenses of the center and shows that it is running at a deficit of about \$2700 per month.*

TABLE 7- 9.
MAINTENANCE CENTER REVENUES AND EXPENSES

	<u>Budget/Month</u>	<u>Actual Average Cost/Month July 1979-January 1980</u>	<u>%</u>
Operating Revenue:			
Maintenance Fees	<u>\$16,204</u>	<u>\$14,820</u>	
Operating Expenses:			
Employee wages, benefits	4,306	3,667	20.9
Fuel and lubricants	6,689	8,562	48.8
Parts (includes tires)	3,561	3,302	18.8
Outside services, repairs	250	480	2.7
Equipment repair	4	105	0.6
Telephone/utilities	275	262	1.5
Taxes, license, insurance	125	238	1.4
Rent	550	583	3.3
Depreciation	---	215	1.2
Miscellaneous/contingency	<u>444</u>	<u>140</u>	0.8
TOTAL	<u>\$16,204</u>	<u>\$17,554</u>	100.0
Net Operating Income or Deficit		(\$ 2,734)	

Figure 7-7 shows the considerable fluctuation in different types of expenses over the seven month period. (Depreciation, constant at \$215/month, and equipment repair, a one time cost in September of \$737, are not included in the figure.)

*Grants from Caltrans and for CETA positions used to subsidize the maintenance center lower this deficit to \$848/month. However, since the goal of the center is self sufficiency, these additional monies are not included as a part of analysis described in this section.

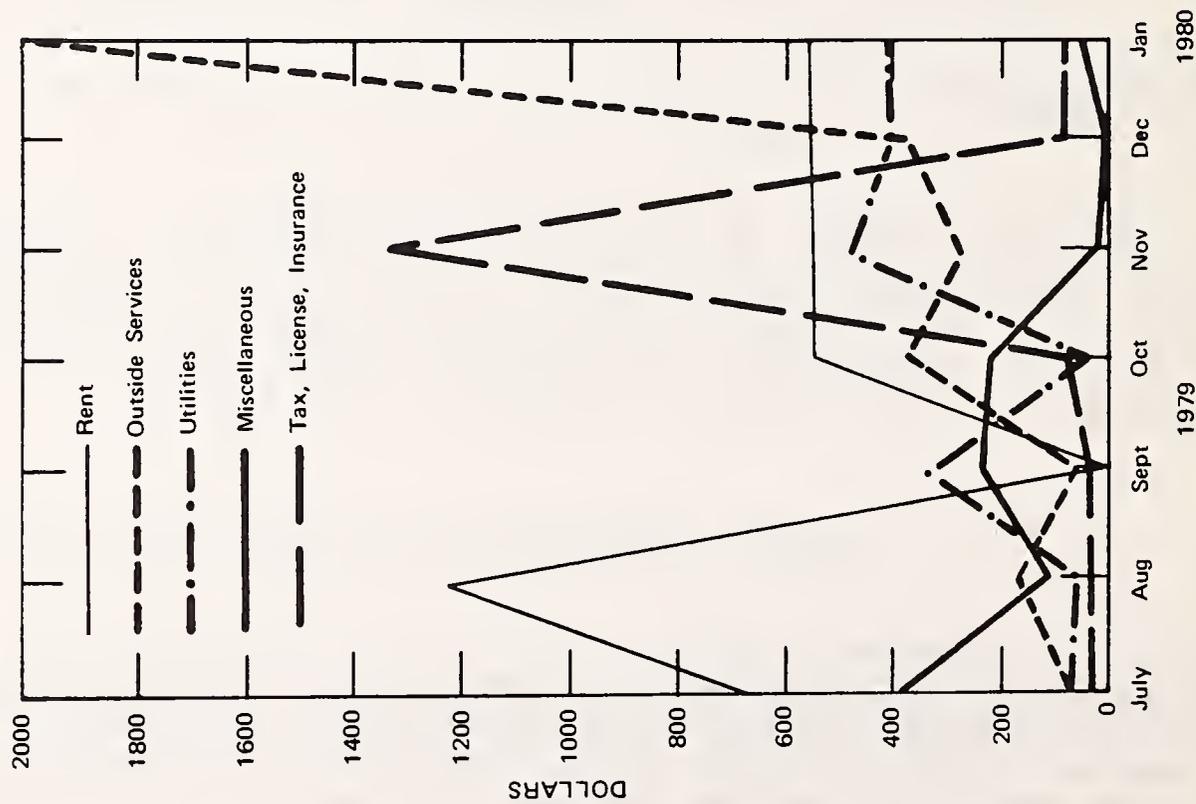
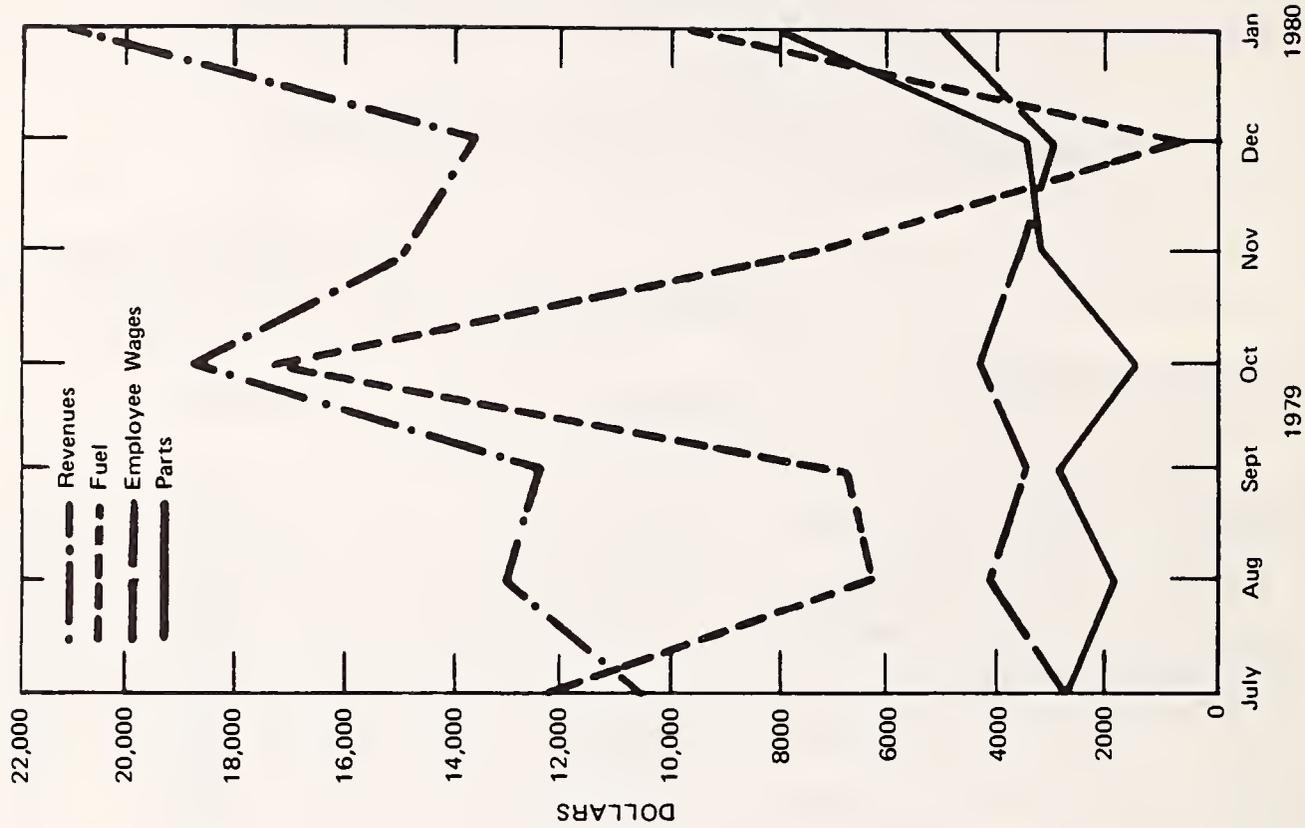


FIGURE 7-7.
MAINTENANCE CENTER. REVENUES, EXPENSES

Table 7-9 shows that the average monthly income of the maintenance center is \$14,820. Subtracting those items which are billed to agencies directly (fuels and lubricants, parts*, outside services--a total of \$12,344) leaves a balance of \$2,476 per month which is billed to agencies for other costs they incur. If one assumes that this balance was all labor costs**billed at an average rate over these seven months of \$17.57 /hour** the maintenance center would only be billing for 141 hours of labor per month.

Table 7-9 also shows that an average of \$3,667 per month was paid for employee wages and benefits. This figure can be further broken down as follows:

Manager's Salary	\$ 416****
Mechanic's Wages	1806 @ \$5.72/hr. = 330 hrs.
Maintenance Assist.	872 @ \$4.50/hr. = $\frac{194}{524}$ hrs.
Payroll Benefits	<u>493</u>
Total	\$3,667

* Not all costs for parts are actually billed out each month; the shop maintains a \$4-5,000 inventory of parts. However, this cost can still be deducted as a non-labor cost.

** This is a reasonably correct assumption as the balance, besides direct labor cost for repairs, would include (for many agencies) monthly service fee charged for their maintenance contract and the surcharge on fuel and parts, items which are all labor costs.

*** Labor rates were \$15/hour in July, \$18/hour for the remaining six months or an average rate of \$17.57/hour.

**** The manager's position (\$1311/month) was not filled for most of this period. It is assumed that his time would not be spent on direct vehicle maintenance, thus no hours of the manager's time are included in the computation on employee hours.

The above computation shows that maintenance employees worked an average of 524 hours per month. The previous computation showed that average monthly billings to agencies cover only 141 labor hours per month.

There are two reasons which account for at least part of this wide discrepancy in hours worked versus hours billed. First, if an agency for some reason is dissatisfied with repair work performed on a vehicle and it is brought back to the shop a second time, the agency is not billed for labor the second time. Second, maintenance center employees put in a good deal of time on paper work and generally maintaining the shop in good order (cleaning, repairs to equipment, etc.) that is not billed to agencies. However, it is doubtful that these two reasons would totally account for the large amount of labor expended each month that is not billed directly to agencies. The director of Paratransit is aware of these problems and in April will institute a whole range of new procedures to make better use of people's time and raise shop revenues. Each employee will be required to keep track of how his/her time is spent. The director plans to institute an incentive program whereby employees will receive pay raises when the maintenance center passes the break-even point and begins to show a small profit. He hopes the maintenance facility will be able to operate on a break-even basis by July, 1980.

In addition to operating at a deficit, the maintenance center has a serious cash flow problem. Agencies are billed monthly for fuel and services purchased at the center and are typically three to four months behind in payment of these bills. Over the months this deficit had been financed by using transportation operating funds received from Regional Transit*, however, by February 1980 the cash flow problem had reached such crisis proportions - accounts receivable amounted to \$60,000 - that Paratransit, Inc. had run out of operating funds and was forced to consider going to banks for outside financing. Regional Transit averted this crisis by giving Paratransit, Inc. a \$40,000 advance on their current contract. Paratransit, Inc. is now negotiating with Regional Transit

*These are operating funds used to provide trips.

to be given this \$40,000 in addition to their current contract and on a regular basis. The Paratransit director believes that coming down harder on the agencies, who also have cash flow problems, for more prompt payment would do little good and probably cost them (Paratransit) the agency's business.

These two financial issues - the center's operating deficit and cash flow problems - show how dependent the maintenance center is upon the transportation part of Paratransit, Inc. operations. If Paratransit, Inc. were to go out of the transportation business, the maintenance center would not, as yet, be able to function.

8. SUMMARY AND CONCLUSIONS

The purpose of this chapter is to summarize the results of Paratransit's 17 months of operation and the effectiveness of the services it provides and to indicate transferable findings applicable to other cities planning to coordinate or consolidate transportation resources to serve handicapped and elderly persons.

1. Paratransit, Inc. was formed as the result of a coalition of social service agencies concerned about inadequate provision of specialized transportation services in the Sacramento area. These agencies formed the Paratransit Coordinating Council; this organization was largely responsible for convincing The Regional Transit Board of Directors to allocate TDA money to fund a paratransit agency to provide additional services for handicapped and elderly persons.

2. Paratransit has grown to its present level of operation and has achieved a generally favorable rating from agencies participating in its maintenance program in large part because of the professional quality of its staff. In contrast to many agency transportation programs where service is administered by one of the staff in addition to his/her other duties, Paratransit has a full-time director with considerable transportation experience and business management capability.

3. Paratransit operations prove that a coordinated paratransit system can serve the needs of the handicapped and elderly. In its 17 months of operations, Paratransit ridership has risen steadily. This increase in service has been achieved largely through the introduction of new vehicles and is not due to increased productivity which has remained fairly constant throughout the project's history. Approximately 60,000 trips have been provided since service was initiated in November, 1978. Most of these trips have been delivered to regular riders for medical therapy, school and work trips.

4. Total cost per trip delivered by Paratransit is \$8.00. This cost is somewhat high but not unreasonably so compared to trip costs of similar demand-responsive systems. The operating cost of \$6.97 is 54% that of Regional Transit's Careful Coach service, estimated by their staff to be \$12.94/trip (not including capital cost).

5. Vehicle productivity at three passengers transported per vehicle hour is about average for demand-responsive systems serving handicapped and elderly persons. The extra time required to board disabled passengers and the restricted nature of the market served contribute to this low productivity. Computerization of registration data, which includes information on trip origins and destinations, has just been accomplished (March 1980) and should lead to efficiencies in scheduling which may increase productivity.

6. Because of careful coordination with and a thorough understanding of social service agency operations, Paratransit has, in large part, avoided potential conflicts with social service agencies over the manner in which their clients are being served. Seven agencies have agreements with Paratransit for provision of transportation services to their clients. Of these seven, five agencies are pleased with the service, one is pleased with the current service but unhappy that Paratransit is indefinite about future commitments to expand the number of clients served, and one agency is displeased with the service because its clients receive fewer trips with Paratransit operating the agency-owned vehicle than when the agency was itself providing the service.

7. The service agreements Paratransit has worked out with a variety of social service agencies has led to an increase in the number of trips provided to the clients of these agencies. Several agencies with vehicles but no funds to operate them have leased their vehicles to Paratransit. The cost of client trips provided on these vehicles is subsidized in large part by

California TDA funds; these funds are not available to individual agencies. Thus by transferring their vehicles to Paratransit, agencies are able to receive the benefits of these tax-generated funds. Unfortunately, some agencies now assume that, because a paratransit operator has been created and is receiving a subsidy, all requests for service should be accommodated and that there is no longer any difficulty matching supply to demand.

8. As a result of Paratransit services, social service agencies in the Sacramento area do not as readily consider expanding their own transportation service and purchasing new vehicles. Thus the benefits derived from creating a paratransit organization must take into account what was not done because of the existence of the new agency as well as what new service was provided by the agency. An example of this is the Society for The Blind which did not purchase a lift-equipped vehicle to transport their wheelchaired clients because of the availability of Paratransit service (although they continue to transport other clients). This decision saved the agency thousands of dollars.

9. The original benefits expected from the coordination concept of joint purchasing--to reduce the costs of gas, oil and maintenance costs by one-third--have not been met through operation of the maintenance center. Actual savings achieved through bulk purchase of fuel is a 2.6% reduction in the cost per gallon as of January 1980. Maintenance service billed at \$18/hour is considerably less expensive than the average rate of \$29/hour charged by commercial shops; the degree of savings to a particular agency, however, depends on their previous labor rate and the amount of vehicle repair work being done at the center. Maintenance costs may increase for some agencies that are having more work done on their vehicles to remedy long-neglected problems but, presumably, their vehicles will be in better condition.

10. After 14 months of operation the maintenance center is not yet self-sufficient and operates at a deficit of around \$2700 per month. There is also a serious cash flow problem with most agencies three to four months behind in payment of their bills. This deficit and cash flow problem are covered in part by a Caltrans grant and also by use of funds earmarked for the transportation service provided by Paratransit. Use of the latter source indicates that the maintenance center could not operate independently from the transportation component of Paratransit operations.

11. Paratransit has been successful in negotiating an insurance package covering its own vehicles that represents a savings of \$600 per vehicle over the previous package. This reduced rate coverage, due in part to an increase in the deductible amount, will be available to other social service agencies participating in Paratransit's maintenance program that meet other qualifications regarding driver training and hiring.

12. The maintenance center now services 115 vehicles belonging to 20 different agencies. Overall the agencies receiving fuel and vehicle maintenance are pleased with the service because it saves them money and time and provides a sense of security as to vehicle safety. Displeasure stems from the center's operating hours, repairs incorrectly or incompletely done, and long turn-around times for vehicle repairs. As the center has evolved, the Paratransit staff has taken steps to operate in a more business-like, cost-effective manner and have initiated procedures to make better use of staff time.

13. Although the maintenance center receives a gasoline allocation from the Department of Energy and the State hardship program, obtaining sufficient gasoline for the 115 vehicles serviced by the maintenance center continues to be an on-going, time consuming problem. This is due, in part, to the uniqueness of Paratransit operations: the DOE will supply gasoline for Paratransit-operated vehicles but has no policy for the allocation of vehicles serviced by the maintenance center.

14. As of March, 1980 Paratransit was operating a fleet of 13 vehicles and was planning to put into operation five new vehicles delivered in March. The Director of Paratransit believes the organization will not grow much bigger than its present size (18 vehicles) because of the limit of TDA funds (about \$550,000 annually in Sacramento County).

15. Transferability:

- a. In the Sacramento project, operating funds come primarily from California Transportation Development Act funds; availability of these funds is the principal reason for Paratransit's creation and continued operation. Communities in other states without some form of tax-generated revenues must consider how such paratransit operations are to be financed.
- b. The professional quality of the service Paratransit, Inc. offers is the product of an administrative staff with transportation expertise, vehicle maintenance capability, and well-trained drivers. Because of these features, the service is not inexpensive; therefore, other communities planning to initiate a comparable level of service must hire a staff with similar capability and should expect the cost per trip to be in the same range as Paratransit costs.
- c. A good deal of time must be devoted to working out agreements between social service agencies and the paratransit operator. It is only through careful coordination with and awareness of the individual needs of agencies that the paratransit operator can avoid potential conflicts over the manner in which clients are being served.
- d. Care must be given to serving the trip needs of all members of handicapped and elderly groups, not just

those with regular trip needs. Failure to do so results in resentment on the part of agencies whose clients have more intermittent trip needs and are not being served, particularly agencies that serve the elderly.

- e. The maintenance center relies on the transportation component of Paratransit, Inc. operations to underwrite its monthly deficit and cash flow problems, although the goal is to have the center operate at a break-even point in the near future. Thus, it may not be possible, at least during the first one or two years, to operate a maintenance center independently.

APPENDIX A

EXCERPTS FROM SRAPC
PROPOSAL TO CALTRANS

SECTION I - PROJECT SUMMARY

The sponsor of this project, the Sacramento Regional Area Planning Commission (SRAPC), is proposing a Transportation Coordination Demonstration project composed of four concept demonstration activities and two supportive activities.

The project will be implemented in Sacramento County and will involve twelve (12) participating agencies in various combinations of activities. Activities will be staged in order to achieve the maximum benefit from the incremental approach.

Analysis of present agency operations indicates an overall cost per trip of \$2.32. The present overall utilization ratio is .79 for fixed route and .61 for demand responsive, overall productivity is 4.9 for fixed route and 3.8 for demand responsive. In addition, high costs for insurance, gas/oil, and maintenance are absorbing large amounts of money.

The objectives of the project are to reduce costs of insurance by 1/4, to reduce costs of gas/oil by 1/3, and to reduce maintenance costs by 1/3. Additionally, the project will have the objective of demonstrating the benefits of operational coordination activities and demonstrating the benefits of central dispatching.

The project is based upon the staged implementation of four demonstration concepts:

- . Joint Purchasing - The reduction of costs due to bulk purchases.
- . Central Information and Referral - Development of a central source of transportation information and referral to service.
- . Central Clearinghouse - Development of client ride sharing between agencies.
- . Central Dispatch - Vehicle control assigned to a central dispatching location.

Two other activities will be supportive of the demonstration concepts:

- . Community Information and Promotion - Media promotion of existing service.
- . Replacement Vehicles - Back-up vehicles in case of breakdown.

A timetable for the overall project and for each project activity is included in Section IV D, Project Activities.

The lead agency for the project will be the Sacramento Regional Area Planning Commission, which will receive and administer the grant. The project will have a project management team and this team will hire the project director, who will manage the project. Key staff with specialized skills may be located at Regional Transit. The project will also have a project policy board made up of representatives of each participating agency.

B. INTERAGENCY AGREEMENT

PARTICIPATING AGENCY CONCEPT SELECTION

PARTICIPATING AGENCY	Joint * Purchasing				Central Information & Referral	Central Clearing- house	Centra Dispat
	1	2	3	4			
Sacramento Housing and Redevelop- ment Agency			x		x	x	
Serve Our Seniors, Inc.	x	x	x	x	x	x	x
Womens' Civic Improvement Center	x	x	x		x	x	
Sacramento Area Econ. Opport. Cnl.		x	x		x		
Sacramento Regional Transit District						x	x
Sacramento Indian Center, Inc.	x	x	x	x	x	x	x
Sacramento Area Mental Health Association	x	x	x	x	x	x	x
Senior Health Day Care Center	x	x	x	x	x	x	x
United Christian Center of Greater Sacramento	x	x	x	x	x		
Red Cross			x		x	x	x
State Filipino American Coord- inating Conference	x	x	x	x	x	x	x
United Cerebral Palsy Association	x	x	x		x	x	x

- 1 Insurance
- 2 Gas/Oil
- 3 Maintenance
- 4 Vehicles

PROJECT OBJECTIVES

1. Management Coordination Concepts

a. Joint Purchase of Gas/Oil:

Objective: 1/3 reduction in existing budget allocation for purchase of Gas and Oil products.

Existing Total Gas/Oil	Savings	Projected Total \$ Gas/Oil
\$29,675.16	\$9,792.80	\$19,882.36

The 1/3 reduction is based on 2 factors.

1. Purchase of Gas/Oil at wholesale prices.
2. Purchase of Gas/Oil through an agency that is not required to pay state and federal gas taxes.

The Lead Agency (SRAPC) already has such a contract with a member jurisdiction. The participating agencies will be included in this existing contract or a new contract will be developed with a non-taxed source.

b. Joint Purchase of Maintenance and Repair:

Objective: 1/3 reduction in existing budget allocation for purchase of maintenance and repair services

Existing Total Maintenance/Repair	Savings	Proposed Total \$ Maintenance/Repair
\$14,238.21	\$4,698.60	\$9,539.61

The 1/3 reduction in is based on these factors:

1. The vehicle inventory shows that all the vehicles which will participate in this joint purchase activity are vans of a similar design and near the same age, thus basic parts necessary for maintenance i.e., tires, spark plugs, ect. can be purchased in bulk at whole sale prices.
2. The major expense involved in maintenance/repair is labor. This cost can be eliminated by developing a routine maintenance and tune up contract with community employment programs specilizing in machanic skill training.

3. Major repairs will be accomplished through a single commercial garage in each of the designated service areas. Preliminary discussions with local garages owners indicates that a joint purchase contracts for major repairs would reduce total costs involved in repairs i.e. engine building, transmission work, etc. in addition towing service would also be included.

Based on these factors staff analysis concludes that a 1/3 reduction in maintenance and repair costs is a realistic and achievable objective for the 1st year of this project.

c. Joint Purchase of Insurance:

Objective: 1/4 reduction in existing budget allocation for Insurance coverage.

Existing Total \$ Insurance	Saving's	Projected Total \$ Insurance
\$21,255.20	\$5,313.8	\$15,941.40

The 1/4 reduction in existing budget allocation for insurance coverage is based on these factors:

1. Discussions with local resource people i.e. transportation planners, indicate that cost of insurance could be reduced by increasing the number of vehicles to be covered, by a single policy.
2. Insurance reductions can be accomplished by showing that all participating vehicles will be taking part in an organized program of preventive maintenance.
3. Insurance reductions will be possible if participating agency drivers, professional and volunteers, take part in a formally organized program of driver training.
4. The joint purchase of maintenance/repair includes preventive maintenance.
5. Local resources are available to accomplish driver training at no cost to participating agencies.

Based on these factors staff analysis concludes that a 1/4 reduction in Insurance costs is a realistic and achievable objective for the 1st year of this project.

APPENDIX B
MAINTENANCE CENTER DOCUMENTS

EXISTING PARATRANSIT, INC., 1979-80 MAINTENANCE CONTRACTS
 AND VEHICLES AUTHORIZED FOR FUELING

NAME/ADDRESS OF AGENCY	TYPE OF CONTRACT	VEHICLE LICENSE #	MAKE OF VEHICLES
Sacramento Elderly Nutrition Program 2418 K Street Sacramento, CA 95816 Contact: Dan Borowiak or Robert Holland 444-9533	P/M	E729613	1979 Ford Truck(Delivery
		E729612	1979 Ford Truck(Delivery
		(Mainly un-leaded gasoline users)	
		E701001	1977 Ford
		E726787	1979 Plymouth
		E726788	1979 Plymouth
		E726789	1979 Plymouth
		E726790	1979 Plymouth
		E622826	1974 Plymouth
		E654798	1976 Plymouth
E622858	1975 Plymouth		
Sacramento Indian Center, Inc. 1912 F Street Sacramento, CA 95814 Contact: Alton Harrison 448-3797	F/S	839 NTD	1975 Dodge Van
		857 MTU	1975 Dodge Van
LULAC Elderly Services Agency 4445 Fruitridge Road Sacramento, CA 95820 Contact: Colleen Caine 391-9240.	P/M	E854567	1977 Plymouth Van
Muscular Dystrophy Association 2728 J Street, Suite 2 Sacramento, CA 95816 Contact: Robert Crawford 446-7755	P/M	090 UDP	1977 Ford Van
Sacramento Medical Foundation Blood Bank 3142 J Street Sacramento, CA 95816 Contact: 444-6516	F/S	748 XLI	1979 Bluebird Bus
		1P80861	1979 Ford Van
		1P80862	1979 Ford Van
		29229F	1970 GMC 4500 V-8
		432 YKL	1979 Dodge Ram Van
588 YKL	1979 Dodge Ram Van		
590 YKL	1979 Dodge Ram Van		

NAME/ADDRESS OF AGENCY	TYPE OF CONTRACT	VEHICLE LICENSE #	MAKE OF VEHICLES
Re-Ed West Center for Children P. O. Box 568 Carmichael, CA 95608 Contact: Nancy Noonan, Director 481-8010	F/S	365 XAH 080 PTR 205 NSM 1J83007 559 XAB 560 XAB 561 XAB 562 XAB 563 XAB 567 XAB 568 XAB	1979 Volvo 1977 Dodge B200 Van 1979 Dodge B200 Van 1977 Dodge D150 Truck 1979 Dodge B200 Van 1979 Dodge B200 Van
Sacramento Children's Home 2750 Sutterville Road Sacramento, CA 95820 Contact: Eric Gill, Director 452-3981	F/S	158 XAR 371 SNL 915 USK 254 SNM 589 SNL 965 86H	1979 Chevrolet 1977 Chevrolet 1978 Ford 1977 Chevrolet 1977 Chevrolet 1970 Ford
Sacramento Concilio, Inc. P. O. Box 161629 Sacramento, CA 95816 Contact: Marianne Diaz, Project Director 448-3211	P/M	E851208 E851236	1978 Plymouth Van 1979 Plymouth Voyager
Sacramento Society for the Blind 2750 - 24th Street Sacramento, CA 95818 Contact: Thomas Ryan, Executive Director	P/M	215 EFV 230 UGU	1972 Ford 1978 Dodge Winnebago
Sacramento Urban Indian Health Project 2600 Capital Avenue, Suite 403 Sacramento, CA 95816 Contact: Karl Mathieson 441-0918	F/S	1DPPD317	1975 Volkswagen

EXISTING PARATRANSIT, INC., 1979-80 MAINTENANCE CONTRACTS
AND VEHICLES AUTHORIZED FOR FUELING

NAME/ADDRESS OF AGENCY	TYPE OF CONTRACT	VEHICLE LICENSE #	MAKE OF VEHICLES
Senior Health Day Care Center 3400 Elvas Avenue Sacramento, CA 95819 Contact: Marie Johnson, Director 457-9837	P/M	218 UDP 219 UDP 220 UDP	1976 Plymouth Van 1974 Dodge Van 1976 Plymouth Van
Senior Gleaners, Inc. 2718 G Street Sacramento, CA 95816 Contact: Peggy Rand, Vice President 442-8690 or 448-1727	F/S	CARDHOLDER	
Stanford Settlement 450 West El Camino Avenue Sacramento, CA 95833 Contact: Sister Jeanne Felion 927-1303	P/M	076 GDY	1972 Dodge Van
Tierra Del Oro Girl Scout Council 2230 Stockton Boulevard Sacramento, CA 95817 Contact: Winifred Maynard, Director 451-2811	F/S	363 EZD 464 YER	1970 Ford Wagon 1972 Dodge Van
United Christian Centers 1445 Nogales Street Sacramento, CA 95838 Contact: Vernon Freeman, Director 929-0276	F/S	792 20Y	1974 Ford Van
		892 PTI 419 SBI 420 SBI 022 NSR 464 LCX 418 SBI 288 FTD	1976 Dodge Wagon 1977 Ford Wagon 1977 Ford Wagon 1975 Dodge Wagon 1977 Ford Wagon 1974 Plymouth Sedan 1972 Ford Wagon

NAME/ADDRESS OF AGENCY	TYPE OF CONTRACT	VEHICLE LICENSE #	MAKE OF VEHICLES
Women's Civic Improvement Center 3501 - 3rd Avenue Sacramento, CA 95817 Contact: Lemuel C. Williams, II, Exec. Director 457-8661	P/M	540 TAC	1977 Chevrolet Van
Volunteers of America 1229 I Street Sacramento, CA 95814 Contact: John Olmsted, Director 442-3693	F/S	786 TVB 532 TVK 386 34R 359 87F 359 VHP 423 MTU	1977 Dodge 1977 Dodge 1960 Dodge 1970 GMC 1978 Datsun 1975 Dodge van
SAEOC Sacramento Area Economic Opportunity Council 4170 Florin Road Sacramento, CA 95823 Contact: Essie Brown, Exec. Directress 422-3820 Jim Casper, Fiscal Officer	F/S	292 MUP 355 JBK 483 MTG 1B94575 12664X 1E78409 114 MTZ 1K23315 641 TOD 1J79739 575 WMI 576 WMI 577 WMI 1H24008 79084P YMP 215 863 MQE 1S74419 1S74418	1975 Plymouth 1973 Chev 1975 Plymouth 1976 Chev 1974 Dodge P.U. 1975 Dodge P.U. 1975 Dodge van 1977 Dodge van 1977 Dodge 1978 Dodge 1979 Chev 1979 Chev 1979 Chev 1977 Ford P.U. 1973 Chev truck 1969 Ford mini bus 1962 GMC bus 1979 Ford P.U. 1979 Ford P.U.

W
T
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EXISTING PARATRANSIT, INC., 1979-80 MAINTENANCE CONTRACTS
AND VEHICLES AUTHORIZED FOR FUELING

NAME/ADDRESS OF AGENCY	TYPE OF CONTRACT	VEHICLE LICENSE #	MAKE OF VEHICLES
STANFORD LATHROP MEMORIAL HOME 800 N Street Sacramento, CA 95814 Contact: Richard Klein 442-4959, 452-7997 or 331-8810	P/M	438 TAD	1974 Chevy Wagon
		843 LTI	1975 Dodge Van
		332 MGR	1975 Plymouth
	F/S	844 LTI	1975 Dodge Van
		036 SBI	1977 Dodge Van
		MOG 402	1965 Chevrolet
		IS31803	1975 Ford F100 Truck
		DE 852340	1977 Dodge Van
		540 MGR	1977 Plymouth Fury
		643 YXV	1980 Plymouth Voyager

Paratransit, Incorporated 1900 K Street, Suite 101 Sacramento, CA 95814 Contact: Philip B. McGuire 448-3415	P/M	123 12X	1975 Chevrolet
		697 256	1977 Plymouth
		718 650	1978 Chevrolet Wayne
		1M38247	1979 Chevrolet Wayne
		1M38248	1979 Chevrolet Wayne
		1M38249	1979 Chevrolet Wayne
		1M38874	1979 Chevrolet Wayne
		1R03500	1979 Chevrolet Wayne
		1R03501	1979 Chevrolet Wayne
		076 GDY	1972 Dodge Van
		1U22466	1979 Wayne Transette
		1U22467	1979 Wayne Transette
		1U22468	1979 Wayne Transette
		1U22469	1979 Wayne Transette
		1U22470	1979 Wayne Transette
		E622826	1974 Plymouth Van
		E654798	1975 Plymouth Van
		560 PTL	1976 GMC Van

AGREEMENT FOR FUELING AND VEHICLE
SAFETY INSPECTION SERVICES

This Agreement for a demonstration fueling and vehicle safety inspection program made and entered into _____, 19____, by and between PARATRANSIT, INCORPORATED, hereinafter referred to as Supplier, and _____, hereinafter referred to as Purchaser.

TERMS

1. Supplier agrees to furnish and Purchaser agrees to accept automotive fueling and vehicle safety inspection services for the vehicles designated in Exhibit A during the term of this Agreement and upon the terms and conditions set forth herein.
2. The Purchaser agrees to make all vehicles designated in Exhibit A available to the Supplier for regular vehicle safety inspections every thirty-five hundred (3,500) miles. The Purchaser agrees to pay the Supplier at an hourly labor rate of Eighteen (\$18) Dollars per hour for said vehicle safety inspection.
3. Supplier agrees to provide regular fueling service to the Purchaser and to charge a reasonable sum for fuel and lubricants reasonably and necessarily furnished by Supplier in carrying out the terms of this Agreement. Reasonable sum is defined as the actual cost to Supplier of said items plus a ten percent (10%) fueling charge.
4. Charges for all repairs and servicing with the exception of fueling services will be at the rate of Eighteen (\$18) Dollars per hour and the actual cost to Supplier plus a fifteen percent (15%) charge on all parts and materials used.
5. All repairs and servicing, with the exception of the regular safety inspection, shall only be undertaken after authorization by the designated representative of the Purchaser. Recommended repairs shall have been identified by Supplier, documented in

writing, and communicated to Purchaser.

6. Purchaser agrees to furnish to Supplier a written list of persons who are authorized to extend authorization for repairs pursuant to this Agreement.
7. The parties acknowledge that some repairs may be beyond the ability of Supplier's employees from time to time, and it is expressly agreed that Supplier may decline to perform any repair or repairs as it may choose.
8. The parties waive, to the fullest legal extent possible, the provisions of the Automotive Repair Act, beginning at Section 9880 of the California Business and Professions Code, as to any and all repairs to be performed by Supplier and its employees and agents pursuant to this Agreement. Notwithstanding such waiver it is agreed that no repairs will be performed by Supplier until authorized by Purchaser.
9. Supplier agrees to furnish reasonable storage for the safety and protection of said vehicles while in its possession for service and/or repair.
10. The Agreement shall commence on _____, 19 ____, and remains in force until June 30, 1980, or until terminated by action of either party.
11. This Agreement is deemed "non-exclusive" and Purchaser acknowledges that it has been informed that Supplier will, during the term of this Agreement, be engaged in the furnishing of maintenance to other automobiles and automotive vehicles owned and/or operated by Supplier and by third persons. It is agreed that Supplier reserves the right to schedule the services and/or repairs as it, in its discretion, deems necessary.

12. Except as set forth in the actual terms of this Agreement, the Agreement, or any part hereof, cannot be assigned by either party without the prior written consent of the other party.
13. Supplier shall not, for purposes of this Agreement, be required to maintain a policy of automobile liability insurance coverage. Purchaser warrants that it will keep in force and effect a policy or policies of automobile liability insurance coverage for any and all vehicles that are subject to this Agreement, and that such policy or policies shall be deemed "primary" as to any accident or loss that occurs while the vehicle or vehicles are being operated by employees or agents of Supplier for the purpose of carrying out this Agreement or any part thereof.
14. This written agreement, along with Exhibit A attached hereto, constitutes the sole and entire agreement of the parties. No other representations have been made by either party with respect to the subject matter hereof.
15. No waiver or modifications of this Agreement or of any covenant, condition or limitation herein contained shall be valid unless in writing and duly executed by the party to be charged therewith. Furthermore, no evidence of any alleged waiver or modification shall be presented for any purpose at any hearing or trial unless in writing conforming to the requirement set forth immediately above.
16. In the event of a controversy or disagreement between the parties regarding the terms and conditions set forth in this Agreement, it is agreed that the parties will select one (1) arbitrator and refer the matter to such arbitrator for decision pursuant to the commercial rules of the American Arbitration Association. Such

decision will not be binding and either party may, within thirty (30) days after issuance of such decision, seek such other further and legal relief as they may have available.

- 17. The parties agree to timely execute and deliver all documents, certificates of ownership, and other writings reasonably necessary to carry out the interest and goals of this Agreement.
- 18. This Agreement is binding upon each of the parties, their heirs, executors, assigns, and successors.
- 19. Except where otherwise required by statute, all notices given pursuant to the provisions of this Agreement shall be in writing, addressed to the party to whom the notice is given, and sent by registered or certified mail to the following addresses:

A. PARATRANSIT, INCORPORATED
 1900 K Street, Suite 101
 Sacramento, California 95814

B.

EXECUTED BY OUR HAND ON THE DATE FIRST HEREIN MENTIONED.

PARATRANSIT, INCORPORATED:

By: _____

By: _____

Title: _____

Title: _____

BED:ljd
(7/19/79)

Attachments

AGREEMENT FOR FUELING AND VEHICLE
SAFETY INSPECTION SERVICES

EXHIBIT A

VEHICLES

<u>Year</u>	<u>Make</u>	<u>Registration No.</u>	<u>License No.</u>
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			

SPECIAL CONDITIONS:

Purchaser shall be invoiced by Supplier within ten (10) days of the end of the month for all charges. Purchaser agrees to make payment within ten (10) days of invoice.

BED:ljd
(4/19/79)

VEHICLE MAINTENANCE AND SAFETY INSPECTION

VEHICLE NO. _____ MILEAGE _____ DATE _____

UNDERCARRIAGE

- _____ Ck. fuel tank lines for leaks
- _____ Ck. differential for leaks
- _____ Ck. Rear springs, shackles, and shocks.
- _____ Ck. driveshaft center support and u-joints.
- _____ Ck. transmission for leaks
- _____ Ck. Shift and clutch linkage
- _____ Ck. Front Suspension and shocks
- _____ Ck. steering linkage
- _____ Ck. exhaust system

BRAKES

- _____ Ck. shoes and pads for lining wear
- _____ Ck. brake lines for leaks or checking
- _____ Ck. brake vacuum hoses
- _____ Ck. brake adjustment
- _____ Ck. brake pedal clearance
- _____ Ck. emergency brake

CONTROL PANEL

- _____ Ck. warning lights and buzzers
- _____ Ck. dash lights
- _____ Ck. interior lighting
- _____ Ck. gauges
- _____ Ck. headlamps and running lights
- _____ Ck. license plate light
- _____ Ck. dimmer switch
- _____ Ck. brake lights and directional signals
- _____ Ck. emergency flasher
- _____ Ck. reverse lights
- _____ Ck. horn
- _____ Ck. windshield wiper operation
- _____ Ck. radio operation

BODY INTERIOR

- _____ Ck. first aid kit
- _____ Ck. fire extinguisher
- _____ Ck. seats for tears and looseness
- _____ Ck. floors for tears or loose wheelchair track.
- _____ Ck. fare box for secureness
- _____ Ck. emergency exit
- _____ Ck. window operation
- _____ Ck. rearview mirror
- _____ Ck. for loose body bolts

BODY EXTERIOR

- _____ Ck. all windows
- _____ Ck. sideview mirrors
- _____ Ck. attached body parts for looseness
- _____ Ck. windshield wiper blades
- _____ Ck. for loose body bolts

UNDER HOOD

- _____ Pressure test cooling system
- _____ Ck. coolant/antifreeze level
- _____ Ck. cooling system circulation
- _____ Ck. brake fluid level
- _____ Ck. power steering fluid level
- _____ Ck. battery and cables
- _____ Ck. starting and charging system
- _____ Ck. windshield water fluid

TIRES

- _____ Ck. tire wear
- _____ Ck. for nails, glass, etc.
- _____ Ck. for tread separation
- _____ Ck. air pressure
- _____ Ck. lug nuts for tightness

ENGINE

- _____ Ck. all fuel lines and connections for leaks
- _____ Ck. all belts for looseness or signs of wear
- _____ Ck. all hoses for leaks or signs of wear
- _____ Ck. for loose wiring or vacuum lines
- _____ Ck. air filter - clean
- _____ Ck. accelerator linkage
- _____ Ck. oil leaks

AGREEMENT FOR MAINTENANCE SERVICES

This contract for a demonstration maintenance program made _____, 19__ by and between PARATRANSIT, INCORPORATED, hereinafter referred to as Supplier, and _____, hereinafter referred to as Purchaser.

TERMS

1. Supplier agrees to furnish and Purchaser agrees to accept automotive maintenance services for the vehicles designated in Exhibit A during the term of this agreement and upon the terms and conditions set forth herein.
2. The term "automotive maintenance" is defined for the purposes of this agreement as being a systematic program of service and repairs of automobiles or other motorized vehicles pursuant to a predetermined schedule as to types of service and repair and frequency thereof.
3. Purchaser shall pay Supplier for servicing in amount set forth and mutually agreed upon in Exhibit A.
4. Other repairs shall only be undertaken after authorization by the designated representative of the Purchaser. Recommended repairs shall have been identified by Supplier, documented in writing, and communicated to Purchaser.
5. Other repairs shall include all items not covered in Exhibit A (e.g., brake system overhaul, transmission servicing, engine overhaul, carburetor rebuilt, tire repair, etc.).
6. Charges for said repairs will be at the rate of \$18.00 per hour plus the cost of all parts and materials used.

7. Purchaser agrees to pay to Supplier, above and beyond hourly charges for service and/or repair, a reasonable sum for all fuel, lubricants, parts or other materials reasonably and necessarily furnished by Supplier in carrying out the maintenance of said vehicles. Reasonable sum is defined as the actual cost to Supplier of said items plus a fifteen percent (15%) charge for parts and ten percent (10%) for fueling.
8. The parties acknowledge that some ordinary repairs may be beyond the ability of Supplier's employees from time to time, or that extraordinary repairs may also be beyond the ability of said employees from time to time, and it is expressly agreed that Supplier may decline to perform any repair or repairs as it may choose and elect to have repairs performed by a third party. In this event Supplier will choose the third party it feels most qualified to perform the repairs, obtain from said third party the written estimates and other writings, if any, required by the Automotive Repair Act, beginning at Section 9880 of the California Business & Professions Code, and present all documents, estimates, and writings to Purchaser for its approval prior to the actual authorization of any repairs by a third party.
9. Cost to Purchaser for such subcontracting shall be actual cost to Supplier.
10. The parties waive, to the fullest legal extent possible, the provisions of the Automotive Repair Act, beginning at Section 9880 of the California Business & Professions Code, as to any and all repairs to be performed by Supplier and its employees and agents pursuant to this agreement. Notwithstanding such waiver it is agreed that no repairs will be

performed by Supplier until authorized by Purchaser.

Purchaser agrees to furnish to Supplier a written list of persons who are authorized to extend authorization for repairs pursuant to this agreement.

11. Supplier agrees to furnish reasonable storage for the safety and protection of said vehicles while in its possession for service and/or repair.
12. Purchaser agrees that its employees, drivers, and agents shall complete and sign, as required by Supplier, vehicle inspection forms that will be provided by Supplier, and further acknowledges that the completion and signing of such forms and return to Supplier is necessary to assist in an effective maintenance program as described earlier herein.
13. The agreement shall commence on _____, 19____, and remains in force until June 30, 1980, or until terminated by action of either party.
14. This agreement is deemed "non-exclusive" and Purchaser acknowledges that it has been informed that Supplier will, during the term of this agreement, be engaged in the furnishing of maintenance to other automobiles and automotive vehicles owned and/or operated by Supplier and by third persons. It is agreed that Supplier reserves the right to schedule the services and/or repairs as it, in its discretion, deems necessary.
15. Except as set forth in the actual terms of this agreement, the agreement, or any part hereof, cannot be assigned by either party without the prior written consent of the other party.
16. Supplier shall not, for purposes of this agreement, be required to maintain a policy of automobile liability

insurance coverage. Purchaser warrants that it will keep in force and effect a policy or policies of automobile liability insurance coverage for any and all vehicles that are subject to this agreement and that such policy or policies shall be deemed "primary" as to any accident or loss that occurs while the vehicle or vehicles are being operated by employees or agents of Suppliers for the purpose of carrying out this agreement or any part thereof.

17. This written agreement along with Exhibit A attached hereto constitutes the sole and entire agreement of the parties. No other representations have been made by either party with respect to the subject matter hereof.
18. No waiver or modifications of this agreement or of any covenant, condition or limitation herein contained shall be valid unless in writing and duly executed by the party to be charged therewith. Furthermore, no evidence of any alleged waiver or modification shall be presented for any purpose at any hearing or trial unless in writing conforming to the requirement set forth immediately above.
19. In the event of a controversy or disagreement between the parties regarding the terms and conditions, or any of them, set forth in this agreement, it is agreed that the parties will select one (1) arbitrator and refer the matter to such arbitrator for decision, pursuant to the commercial rules of the American Arbitration Association. Such decision will not be binding and either party may, within thirty (30) days after issuance of such decision, seek such other further and legal relief as they may have available.

20. The parties agree to timely execute and deliver all documents, certificates of ownership, and other writings reasonably necessary to carry out the interest and goals of this contract.
21. This contract is binding upon each of the parties, their heirs, executors, assigns, and successors.
22. Except where otherwise required by statute, all notices given pursuant to the provisions of this subcontract shall be in writing, addressed to the party to whom the notice is given, and sent by registered or certified mail to the following addresses:
 - A. PARATRANSIT, INCORPORATED
1900 K Street, Suite 101
Sacramento, California 95814
 - B.

Executed by our hand on the date first herein mentioned.

PARATRANSIT, INCORPORATED

By: _____

By: _____

Title: _____

Title: _____

Attachments

EXHIBIT A

Service shall include the following at the interval indicated:

<u>Service</u>	<u>Interval</u>
1. Fueling and Inspection	Constant with demand
2. Wash Vehicle Exterior	1,000 miles
3. Clean Vehicle Interior	1,000 miles
4. Lubricate	3,500 miles
5. Change Engine Oil and Filter	3,500 miles
6. Safety Inspection	3,500 miles
7. Analyze Ignition System	3,500 miles
8. Tune-Up Engine	7,000 miles
9. Repack Wheelbearings	7,000 miles

Special Conditions to Servicing:

Charge for said servicing will be a monthly flat rate calculated as follows:

$$\frac{\text{No. of vehicles}}{\text{flat rate.}} \times \$.023 \text{ per mile} \times \frac{\text{avg. vehicle mileage per month}}{\text{flat rate.}} =$$

<u>VEHICLES</u>				
	<u>Year</u>	<u>Make</u>	<u>Registration No.</u>	<u>License No.</u>
1.				
2.				
3.				
4.				
5.				
6.				
7.				
8.				
9.				
10.				

Purchaser shall be invoiced by Supplier within ten (10) days of the end of the month for all charges. Purchaser agrees to make payment within ten (10) days of invoice.

VEHICLE MAINTENANCE AND SAFETY INSPECTION

VEHICLE NO. _____ MILEAGE _____ DATE _____

UNDERCARRIAGE

- _____ Ck. fuel tank lines for leaks
- _____ Ck. differential for leaks
- _____ Ck. Rear springs, shackles, and shocks.
- _____ Ck. driveshaft center support and u-joints.
- _____ Ck. transmission for leaks
- _____ Ck. Shift and clutch linkage
- _____ Ck. Front Suspension and shocks
- _____ Ck. steering linkage
- _____ Ck. exhaust system

BRAKES

- _____ Ck. shoes and pads for lining wear
- _____ Ck. brake lines for leaks or checking
- _____ Ck. brake vacuum hoses
- _____ Ck. brake adjustment
- _____ Ck. brake pedal clearance
- _____ Ck. emergency brake

CONTROL PANEL

- _____ Ck. warning lights and buzzers
- _____ Ck. dash lights
- _____ Ck. interior lighting
- _____ Ck. gauges
- _____ Ck. headlamps and running lights
- _____ Ck. license plate light
- _____ Ck. dimmer switch
- _____ Ck. brake lights and directional signals
- _____ Ck. emergency flasher
- _____ Ck. reverse lights
- _____ Ck. horn
- _____ Ck. windshield wiper operation
- _____ Ck. radio operation

BODY INTERIOR

- _____ Ck. first aid kit
- _____ Ck. fire extinguisher
- _____ Ck. seats for tears and looseness
- _____ Ck. floors for tears or loose wheelchair track.
- _____ Ck. fare box for secureness
- _____ Ck. emergency exit
- _____ Ck. window operation
- _____ Ck. rearview mirror
- _____ Ck. for loose body bolts

BODY EXTERIOR

- _____ Ck. all windows
- _____ Ck. sideview mirrors
- _____ Ck. attached body parts for looseness
- _____ Ck. windshield wiper blades
- _____ Ck. for loose body bolts

UNDER HOOD

- _____ Pressure test cooling system
- _____ Ck. coolant/antifreeze level
- _____ Ck. cooling system circulation
- _____ Ck. brake fluid level
- _____ Ck. power steering fluid level
- _____ Ck. battery and cables
- _____ Ck. starting and charging system
- _____ Ck. windshield water fluid

TIRES

- _____ Ck. tire wear
- _____ Ck. for nails, glass, etc.
- _____ Ck. for tread separation
- _____ Ck. air pressure
- _____ Ck. lug nuts for tightness

ENGINE

- _____ Ck. all fuel lines and connections for leaks
- _____ Ck. all belts for looseness or signs of wear
- _____ Ck. all hoses for leaks or signs of wear
- _____ Ck. for loose wiring or vacuum lines
- _____ Ck. air filter - clean
- _____ Ck. accelerator linkage
- _____ Ck. oil leaks

APPENDIX C

SURVEY OF MAINTENANCE
CENTER CLIENTS

PARATRANSIT, INC.

MAINTENANCE CENTER

EVALUATION

Questionnaires sent to 17 agencies; 11 agencies completed the survey form and the results are presented below:

1. To what extent have your vehicle maintenance costs been reduced as a result of your participation in the Paratransit, Inc., vehicle maintenance program?

- (a) 4 significant reduction
(b) 2 minor reduction
(c) 1 no reduction
(d) 2 maintenance costs have increased

2. If you checked (c) or (d) above, please list those factors to which you attribute these conditions:

Work done by drivers and Board members

Were not paying preventive maintenance costs before

Have not had regular maintenance program, therefore, we have nothing to compare with

3. Prior to your involvement in the Paratransit, Inc., maintenance program were your agency's vehicles involved in a regular program of preventive maintenance or safety inspections?

- (a) 4 yes
(b) 6 no

4. If you answered "yes" to question 3, how does the maintenance program offered by Paratransit, Inc., compare to the maintenance program offered by your previous maintenance vendor?

- (a) 3 greatly improved
(b) 1 slightly improved
(c) _____ no noticeable improvement
(d) _____ worse

5. To what extent has the Paratransit, Inc., consolidated monthly billing process improved your agency's ability to maintain accurate records of vehicle maintenance costs?

- (a) 6 greatly improved
(b) _____ slightly improved
(c) 3 no noticeable improvement

6. If you checked (c) in question 5 above, please list those changes to the billing documentation which you feel would make it easier to develop an accurate record system for your agency's vehicles:

1) More complete work order

2) Receive bill by 8th of month

3) Agency has two vans supported by two separate funding sources. Would like two separate bills.

7. Have you found the quality of mechanical work performed by Paratransit, Inc.'s, maintenance staff to be:

(a) 2 of a higher quality than what you have experienced with your previous vendor

(b) 2 of a slightly better quality

(c) 3 about the same

(d) _____ of a lower quality

Comments: Too early to evaluate, vans are new.

8. To what extent has your agency's participation in Paratransit, Inc.'s, program reduced the amount of time your vehicles are out of service?

(a) 2 significantly reduced down time

(b) 2 slightly reduced down time

(c) 3 no change

(d) _____ increased down time

Comments: Our drivers did the work.

9. To what extent have your driver complaints about the condition of their vehicles been reduced as a result of your participation in the Paratransit, Inc., maintenance program?

(a) 2 significantly reduced

(b) 2 slightly reduced

(c) 3 no change

(d) 1 complaints have increased

Comments: Drivers cleaned vans daily; vehicles have had to be brought back for same problem or at least similar problem. New driver

10. Does your agency have access to a back-up vehicle?

(a) 3 yes

(b) 7 no

11. What are the major weaknesses in the Paratransit, Inc., maintenance program?

None. Rush to get vehicles ready sometimes problems are not thoroughly checked. Lack of joint insurance package. Better appointment process.

Better appointment process--not easy to get information on vehicle while there.

12. What do you see as the major benefits you have received as a result of participation in Paratransit, Inc.'s, maintenance program?

Better vehicle maintenance, lower cost. Paratransit's safety first consideration. Low cost gas and labor rate. Consolidated billing.

Gas availability. Night work. Savings on administration time. Less down time. Vehicles in better condition. We feel we can trust Paratransit.

13. How would you rate your overall satisfaction with Paratransit, Inc.'s, maintenance program?

(a) 3 very satisfied

(b) 4 satisfied

(c) 3 neutral

(d) _____ dissatisfied

(e) _____ very dissatisfied

14. Has your involvement in this program had any impact on your vehicle insurance rates?

(a) _____ yes

(b) 9 no

Please explain impacts, if any: _____

15. Any other comments or suggestions: Better maintenance
records. Would like to have meeting with maintenance staff re program
and procedures. Keep up the good work.

16. Are you interested in renewing your contract with Paratransit, Inc.?

(a) 10 yes

(b) _____ no

If no, please explain: _____

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